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ABSTRACT

Twelve essays examine issues related to community college involvement in international education. Hugh Adams explores the role of community colleges in international education. S. V. Martorana and William Shannon present a framework for program planning. Sydney Grant examines strategies for internationalizing the curriculum. Seymour Fersh discusses the advantages of cultural studies and their implications for educational change. Raymond Schultz and Roland Terrell examine international options for staff development. Thomas Diener and Lornie Kerr delineate the responsibilities of two-year colleges to their foreign students. Piedad Robertson and John Rogers stress the importance of providing instruction to develop proficiency in English. Frederick Kintzer reports upon the way in which the community college concept has been adapted to higher education needs in other countries. Rose Hayden points to possibilities for federal support of international education. John Mundt urges state boards of education to address the policy questions of international/intercultural education. Fred Harrington and Shirley Clarkson discuss education cooperation in relation to international communication and understanding. Benjamin Wygal suggests practical approaches to program planning and implementation. Andrew Hill's bibliography provides additional references pertinent to international education and two-year colleges. (MB)

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new directions FOR COMMUNITY COLLEGES

advancing international education

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new directions for community colleges

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Arthur M. Cohen, Editor-in-Chief
Florence B. Brawer, Associate Editor
sponsored by the ERIC Clearinghouse for Junior Colleges

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number 26, 1979

advancing international education

maxwell c. king
robert l. breuder
guest editors

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ADVANCING INTERNATIONAL EDUCATION

New Directions for Community Colleges
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Maxwell C. King, Robert L. Breuder, Guest Editors

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editors' notes

As we approach the turn of the century, it becomes increasingly apparent that our world is growing smaller through the advent of modern transportation and communications systems. The launching of the first space shuttle from the Kennedy Space Center will herald a new era in world communications and represent a major step toward drawing the world closer together. The supersonic *Concorde,* with its characteristic proboscis, has shortened the travel time between North America and Europe to a little more than three hours. Americans wishing to experience the rich history and culture of the Orient can now board the long-range 747SP and fly nonstop to such cities as Hong Kong, Peking, and Taipei. Engineers predict that after the year 2001 hypersonic airplanes flying at Mach 6 and altitudes of 95,000 to 110,000 feet will be a common mode of air travel. Modern ground transportation systems have also facilitated the interaction of people who heretofore have been geographically isolated from each other. In Japan, for example, a prototype of high speed surface transport (HSST) whisks passengers forty miles in fifteen minutes—at 186 miles per hour. And farther down the road, emerging as a strong future possibility, is the *Planetran,* the ultimate in ground transportation—an underground train that would travel at speeds of 14,000 miles per hour and make the Los Angeles to New York City run in only twenty-one minutes! No rails would be required: trains would zoom along on electromagnetic fields through tubes from which most of the air had been removed.

This shrinking world picture has crucial implications for education. Now as never before, the educational professional holds a vital position: without the enlightenment transmitted through education, we would never progress from the depths of the past, and our future would be uncertain at best. Thus far, our two-year colleges have focused on providing local communities with the very best in educational programs and services. Operating within geographically prescribed boundaries, practitioners have offered educational experiences suited to the needs of what was until recently a largely immobile population. As our student clientele migrates out into the world, however, and as new constituents with diverse cultural backgrounds and varied educational interests add to the demand for service, seasoned academic programs must be modified to accommodate the rapidly changing times.

The primary question currently emanating from both academic circles and local communities is, "Are we preparing our students to live in a world that has become increasingly interdependent?" Too often the response is, "No." The myopic view that we can continue to educate our students without being cognizant of the historical development and cultural accomplishments of other nations, as well as their contributions to science and technology, is no longer acceptable to concerned Americans preparing their children for survival in tomorrow's complex world. If community colleges are to maintain their educational viability, it is clear that there must be an expanded effort to internationalize them. This effort must be carefully conceived and meticulously maintained, lest we lose sight of our purpose for involvement. Admittedly, some critics argue against such a movement; such individuals generally oppose this new thrust because their vested interests may be endangered or because they simply have not taken the time to comprehend the movement—that is, to assess its values and its emerging implications. However, a significant number of educational leaders at all levels are becoming more vocal about the important role two-year colleges can and should play in the world community. As U.S. Commissioner of Education Ernest Boyer (1978) observes:

> I'm convinced that when the education history of this century [is] written the community college chapter will be one of the most exciting and significant.
>
> Community colleges have understood with refreshing clarity just who their students are and what they now do to excel. Community colleges have kept pace with the nation's major social changes. They have become the cutting edge of American higher education. . .
>
> Now the community colleges of this nation have a new and urgent challenge. The new obligation is to help the higher education community respond to the social and technological developments of the world. . .
>
> Most of us are still woefully ignorant of our planet, Earth, and I am convinced it's time to teach our students that all actions on this planet, physical or social, are intimately interlocked. It's time for education to take the initiative in helping to build global bridges.
>
> Building a bridge between the campus and the world beyond is an urgent challenge for all of higher education. And I believe our two-year institutions will help lead the way.
>
> Our two-year colleges can help rebuild our commitment to international education. Our community colleges not only

have an obligation to establish international linkages – they can serve as a model of crucial education all around the world.

Community colleges have developed into the backbone of American postsecondary education Our accomplishments in occupational, technical, adult, and continuing education, in particular, have forced open the door to the global community. Venezuela, Nigeria, and, more recently, the People's Republic of China, have joined other countries in sending increasing numbers of their students to U.S. community colleges for mid-level manpower training. Further, these same countries are requesting technical assistance from community colleges through such organizations as the Agency for International Development, the Organization of American States, the American Council on Education, the American Association of Community and Junior Colleges, and the Community College Cooperative for International Development in establishing similar educational training programs at home.

As the demand for our expertise and resources increases – as it most certainly will – community colleges will be drawn more and more fully into the international arena. Whatever the motive – revitalizing their staffs, strengthening their academic curriculums, or offering local citizens a more worldly perspective – two-year colleges will have little choice but to get involved in international education within the next five years. As P. L. Malhotra (1978), principal of the College of Vocational Studies in New Delhi, India, states:

> Increasingly, it becomes clear that local community-serving institutions have an opportunity and obligation to serve the world community as well, because the fate of each community in the world is bound up with each other. . . . Community colleges, then, must also become world colleges if they are to prepare students for the interdependent world in which they live.

As community colleges become more involved in international education, faculty, staff, students, and members of the local community will be offered the opportunity to learn more about themselves and thus to enrich their lives both personally and professionally. Moreover, these same people will become actively involved in the primary quest of mankind – to ensure the future welfare of Planet Earth.

This sourcebook is intended to provide community college practitioners with substantive information that can assist their institutions in further adopting an international dimension. Contributing authors provide a rationale, as well as strategies and arguments, for internationalizing the community college. In addition, recognizing that no new endeavor is without peril, related issues and concerns about international education are pointed out throughout the sourcebook and discussed in some detail in the closing chapter.

Maxwell C. King
Robert L. Breuder
Guest Editors

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Maxwell C. King is president of Brevard Community College, Cocoa, Florida, and chairman of the boards of directors of the Community College Cooperative for International Development and the American Association of Community and Junior College International/Intercultural Consortium. He has served as a consultant to Kenya and to the Republic of China.

Robert L. Breuder is special assistant to the president at Brevard Community College and serves as executive director of the Community College Cooperative for International Development. He is the author of several articles on international education and director of the nationally recognized Community College World Studies Program.

Our community colleges must become world colleges if they are to prepare students for the interdependent world in which they will live.

a rationale for international education

hugh adams

Community colleges across the country are becoming increasingly involved in international education, but the extent and patterns of that involvement vary widely. While one institution may be tentatively exploring its first study abroad program for a limited number of students, another may be offering a broad range of programs and activities from student/staff exchanges to consortium-based efforts. Administrative structures and institutional processes designed to facilitate such activities also follow no set pattern; the involvement of personnel in international education may be funded through an institution's regular operating budget or through any number of other sources supporting specific programs. Personal reactions to this international emphasis vary widely as well. Some view all this activity as a logical extension of the community college role and mission. Such individuals enthusiastically endorse the international education concept while freely participating in its growth and development. Others view the whole matter with apprehension and suggest that, because of limited resources and other constraints, the community college should not assume this new educational responsibility.

2

the community college contribution

What should be the role of community colleges in international education? In responding to this question, U.S. Commissioner of Education Ernest L. Boyer (1978) told the 58th annual convention of the American Association of Community and Junior Colleges (AACJC) that community colleges "can lead the way in rebuilding our commitment to international education." He noted that "there has been a shocking attitude in higher education," that it was "somehow 'illegitimate' for two-year institutions to concern themselves with international education," and that "it has been snobbishly proposed that this is senior college turf—as if 35 percent of our higher education students could be cut off from the significant issues of our time." The Commissioner stated that he totally rejected "such disturbing nonsense," and that he was "convinced that the two-year colleges not only have a right to establish international linkages—they should lead the way. They have an obligation." Similarly, on numerous occasions the president of the AACJC, Edmund J. Gleazer, Jr. (1978), has emphasized the importance of international education in the community colleges, noting that "if people in this nation are confronted with issues that transcend international boundaries and if education has responsibilities in qualifying them to deal with these issues, then the community college, beyond any other postsecondary institutions, require an international dimension."

Assembly participants at a recent Wingspread conference (Gleazer, 1978) agreed that "community and junior colleges have a special responsibility and opportunity to help students shape as well as share their world, to create as well as adapt to changing conditions." It is apparent that these views are being accepted and put into practice by an increasing number of community colleges across the country.

Supporting this philosophical commitment is the recognition that, for thousands of students, community colleges provide the only opportunity to encounter the international dimension of higher education. In Gleazer's words (1978), community colleges should become involved "because that's where most of the people are going. More than one half of those beginning their college work in this country now do so in community colleges. Just as important, perhaps more so, community colleges are becoming . . . major institutions in providing continuing educational services for those beyond the conventional college age." After noting education's responsibility for preparing citizens to deal effectively with issues that confront them in today's complex world, a national colloquium at Wingspread Conference Center in Racine, Wisconsin (American Association of Community and Junior

Colleges, 1978) stated that "for many of these students, the community college is the only college-level educational experience they will have. An international and intercultural dimension to that experience can make a major contribution to their exercise of responsible citizenship." Such an international and intercultural dimension would include: (1) a structured process for active involvement of the community and the college; (2) study programs abroad; (3) the internationalizing of curriculums; (4) adequate support for intercultural and international students on campus; (5) programs for college and community emphasizing international activities, both on and off the campus; (6) student/staff exchanges; (7) consultant and support services working cooperatively with foreign institutions; and (8) in-service training programs for faculty and staff. Many institutions have chosen to begin international education efforts by selecting one or two limited activities from these general areas and proceeding on the assumption that it is better to succeed in a small enterprise than to fail in a large one.

Community colleges have discovered that they have some unique characteristics and strengths that can assist them as they add the international dimension to existing programs. First, they have demonstrated repeatedly their great flexibility and adaptability—valuable qualities in the planning and operation of new programs and activities. Second, as community-based institutions, they have developed long-standing, harmonious working relationships with other educational and service agencies in their communities. Such linkages can contribute significantly to the success of international education by enhancing community understanding and support. Third, many community colleges enjoy a unique flexibility in funding because of local governance and control. Fourth, the freshness and vitality present in many two-year institutions facilitates the planning and operation of new programs (although some say this quality may disappear with age). Fifth, and perhaps most significant, great potential for future development of international education is found in the increasing numbers of mature, older students who seek to broaden their vision and enlarge their horizons through the international experience at both credit and noncredit levels.

germination

The interest and involvement of community and junior colleges in international education is not new. Indeed, the first issue of the *Junior College Journal*, published a little over forty years ago, carried an article relating to junior colleges in Greece. Other early writings focused on junior college development in India, the Philippines, and neighboring countries. The number of articles dealing with international education attests to a continued interest over the years. In 1970, the fiftieth anniversary year of the American Association of Community and Junior Colleges (AACJC), and the first international assembly to examine the global dimension of education at the junior college level, convened in Honolulu. The participants stressed the need for continued international communication and continuing collaboration between the [representatives] from the participating countries and the AACJC to facilitate exchange of information on matters related to the community/junior college concept and education for manpower development.

Subsequent discussions among interested colleges and the AACJC offices resulted in the formation of the AACJC International/Intercultural Consortium in January 1976. In this consortium, sixty-five community colleges in twenty-four states joined together under the aegis of AACJC to enhance international and intercultural activities through shared efforts and information exchange. Concurrent with this development, regional and state consortium activity emerged. For example, six community colleges on the eastern seaboard region formed the Community College Cooperative for International Development, bringing together institutions with considerable strengths in occupational, vocational, and technical education to contribute to international education efforts. Another example, the College Consortium for International Studies (for most of its existence called the Tri-State Consortium), grew to include more than thirty colleges from seven states and Canada. Students attending consortium colleges are able to study and travel in more than thirty countries each year. The Florida Collegiate Consortium for International/Intercultural Education encompasses seven large community colleges and five state universities for the purpose of sharing international education opportunities with the membership. The Midwest Center for Off-Campus Studies is a well-established group of six community colleges whose purpose is to provide off-campus learning experiences to well-qualified students (Shannon, Martorana, and Wollitzer, 1977). And a final example, the Southeast Florida Educational Consortium, merges Florida International University with two large community colleges to enhance international education opportunities. These consortiums are typical of alliances being formed among higher educational institutions to expand the base of participation, share program development and opportunities, facilitate efficient and economical operation, and otherwise enjoy the benefits of cooperative efforts in international education.

Development of the international dimension is sometimes slow but occasionally dramatic at the institutional level. A pioneer in this movement was Rockland Community College in New York. Through the vision and leadership of its president, Seymour Eskow, this institution established over thirty-three study abroad opportunities for students in at least a dozen different countries. This occurred despite limited enrollment and resources at Rockland and before international education was generally viewed as an appropriate addition to the curriculum. In another instance, El Paso Community College moved early to provide bilingual, multicultural educational opportunities for its constituencies. Brevard Community College (Cocoa, Florida) focused on study abroad opportunities for employees as well as students and currently has an exchange of staff members with a sister institution in Canada. The Los Angeles Community College District has for some time offered extensive study abroad opportunities to its large constituency. And Miami-Dade Community College reports that foreign students comprise some 15 percent of its total student population; this large, urban community college has replaced the University of California and New York University—both front-runner institutions for several preceding years—as the U.S. institution of higher education enrolling the largest number of foreign students (Shannon, Martorana, and Wollitzer, 1977).

support and its sources

These examples serve to illustrate the growing activity among community colleges in the international/intercultural area. Such institutions draw upon the knowledge and expertise of established international organizations, often working through the AACJC International/Intercultural Consortium, provide knowledge and expertise in response to the growing interest among community colleges in international education involvement. Such organizations include the Institute for International Education, which has a long and distinguished record of service to international education; the National Association for Foreign Student Affairs, which has joined efforts with AACJC representatives to produce comprehensive planning for future international education programs; El Congreso Nacional De Asuntos Colegiales, which emphasizes improving educational opportunities for the Spanish-speaking people in the United States; the Council for International Cooperation in Higher Education, and international collection of higher education associations; the African/American Institute; and Sister Cities International. In addition, closer ties are being formed between community colleges and educational associations that have offices dealing in international education; these include the American Association of State Colleges and Universities, the American Association of Colleges for Teacher Education, the American Council on Education, and several others. Cooperative arrangements exist between community colleges and the Council on International Education Exchange and the American Association of Collegiate Registrars and Admissions Officers. The Foreign Policy Association has also noted its interest and willingness to cooperate with two-year institutions. Numerous foundations with special interest in the international area are now being approached as well by community colleges for cooperative involvement. And the Office of Education of the U.S. Department of Health, Education, and Welfare has provided encouragement and support.

Recent federal legislation attests to the continued interest of the Congress in supporting international efforts, although the funding provided has not yet approached the amount deemed necessary for instituting many of the activities desired by the associations and institutions involved (Shannon, Martorana, and Wollitzer, 1977). It should be noted that, although community colleges historically have not been recipients of significant funding for international programs either from the government or from foundations, there is reason to believe that they will gain a larger share of available money in the future as awareness of the community college's role and involvement in international education continues to grow. The executive branch has also expressed considerable interest in the activities of community colleges; the recent establishment of the International Communications Agency (ICA), which includes the Department of State's former Bureau of Educational and Cultural Affairs, provides a visible expression of its commitment to international understanding and involvement. John E. Reinhardt, first director of the ICA is providing vigorous leadership to this organization. In a speech presented to the 58th annual convention of the AACJC (Reinhardt, 1978) he stated: that the agency's "most valuable resource is the participation of ever-increasing numbers of private American citizens and institutions in the hundreds of different international programs that it manages at home and abroad."

slow growth

Despite such indications of interest and support, many community colleges have moved slowly to include an international dimension in their mission. Raymond E. Schultz (1978) draws upon his considerable knowledge and expertise in the field to suggest some reasons why community colleges as a group have placed little emphasis on international education. He feels that many community colleges lack commitment to international understanding as an educational goal, assuming that international education is an appropriate area of study for universities and senior colleges but not for locally oriented community colleges. Schultz also blames the conservative orientation of many communities; administrators in such cases are often sensitive to the political climates of their communities and feel that emphasizing international education amounts to waving a red flag in the face of local citizens. Such factors as limited faculty backgrounds, lack of effective and authentic curricular materials, and lack of curricular flexibility (both real and imagined) also present problems, according to Schultz, as do state laws and regulations that discourage international involvement. In addition, many community colleges provide inadequate financial support to international education programs, particularly when resources are limited or are more easily applied to current and more traditional programs.

requirements

As an institution plans for involvement in international education programs and activities, several requisites should be noted:

- The chief executive officer must demonstrate a strong commitment to international education.
- The governing board should support this commitment through a policy statement and in other appropriate ways.
- International education should be included in the plans and objectives of the institution.
- Processes must be developed for involving faculty and staff in planning for international education programs.
- A visible structure that is suited to the institution must be established for administering the international education program. This may range from a simple released time arrangement involving one person to a sophisticated and sizeable administrative operation.
- The personnel selected to assume responsibilities in international education must be well-qualified and respected by members of the college family.
- A systematic and efficient process for keeping interested persons both within and outside the institution informed must be established.
- Community advisory and support groups for the international education program must be cultivated and organized.
- Outside resources should be established to enable needy and worthy students to benefit from the international experience.

- The international education program should be carefully and systematically constructed on a sound and defensible cost basis relative to current and more traditional programs.
- Activities in international education should be monitored through media, conferences, and other appropriate means.
- Relationships with consortiums should be established for individuals and institutions active in international education.
- Goals and objectives for the international education program should be set each year; they should periodically be evaluated to determine program effectiveness.
- Enthusiasm for international activities is contagious; it should be allowed to infect one person at a time.

global connections

As community colleges in the United States consider their roles and responsibilities in international education, it is important for them to realize that similar institutions in various stages of development across the world are struggling with like concerns. Some developing countries feel a growing sense of urgency in planning for the educational development of their greatest national resource—their people. Many institutions in these countries have indicated their desire to share experiences and knowledge with community colleges in the United States, particularly in the areas of technical, occupational, mid-management, and paraprofessional services. In a study of existing and potential linkages, the American educator, Fred Harvey Harrington (1978), noted that "in the next few decades the community colleges must play a much larger role than they have to date in providing technical assistance abroad. This they can and should do in the interest of foreign countries, especially the developing nations of Asia, Africa, and Latin America; in the interest of the United States and our image and influence overseas; and in the interest of our people at home, specifically including the community colleges themselves and the communities they serve."

This global interest is summarized in a resolution on the development of a world community college, as adopted at the Vancouver Conclave in 1975: "All of the nations of the world share a concern for renewing their educational systems so that they contribute more effectively to their citizens, their communities, their countries, and the world community. As part of this worldwide effort toward the reform of education, countries are developing new community-based, short-cycle institutions devoted to education for development and community renewal: community colleges, village polytechnics, technicums, institutes, colleges of further education, and open universities. Experiments in the use of instructional technology hold promise of making learning available to the teacher in schools interested in enriching classroom instruction. Nonformal learning agencies are serving students and needs that formal institutions have not been able to serve.

Increasingly, it becomes clear that local community-serving institutions have an opportunity and obligation to serve the world community as well, since the fate of each community in the world is bound up with all of the others. Our community colleges, then, must also become world colleges if they are to prepare students for the interdependent world in which they will live." Such a concept envisions "colleges throughout the world working together to share information, resources, and inspiration and looking toward the possibility that students on any campus might be welcome to visit and study on the campuses of any constitutent college" (Vancouver Conclave, 1975), and where the flow of students and staff, transcripts and records, programs and activities is greatly facilitated.

This is a broad vision, but "there are the beginnings (just the beginnings, unfortunately) of a true world community college movement. There are efforts everywhere to improve the quality and increase the number of technical and vocational schools, with help from the United States. There is interest in Asia, Africa, Latin America, and Europe in linkages with community college systems" (Harrington, 1978, p. 1).

Things *are* happening. Increasing numbers of community colleges in this country and their counterparts across the world are showing a greater awareness and a deepening commitment to the global dimension. International education is a concept whose time has come.

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Hugh Adams is president of Broward Community College in Fort Lauderdale, Florida, and chairman of the executive board of the Florida Collegiate Consortium for International/Intercultural Education

Careful and strategic planning is needed if international education programs are to become integrated into the essence of the colleges and the local communities they serve.

international education, the college, and the community: a framework for action

s. v. martorana
william g. shannon

Community colleges are noted for their commitment to action when they identify new ways that their students and local communities can be better served. They have been termed "now" colleges and have sparked national programs of staff and institutional development, such as the ACCTion Program (a federally funded program sponsored by the Association of Community College Trustees). In this chapter, we proceed on two assumptions: (1) that community colleges are now ready to apply to international/intercultural education their characteristically dynamic approach to expanding and strengthening postsecondary education in America; and (2) that the activist practitioners in the field—on whose shoulders rests the responsibility for effectively implementing new institutional programmatic commitments—need a framework for action that will assure them that they meet both theoretical and practical standards of good practice and, therefore, stand good chances of proving successful. Such a framework is presented and discussed here; it is based on understandings generally accepted in the field of institutional change in postsecondary education and on successful efforts to strengthen the international dimension of programs and services offered by community colleges. In this chapter, the term *international* refers to relations and activities shared between different cultures as well as different nations. We firmly believe that educational institutions in American communities have an opportunity and an obligation to draw upon local groups of various racial and cultural backgrounds, to use them as resources, and to show their relevance in a world context.

meeting the challenge

Community colleges throughout the nation clearly demonstrate a growing sense of commitment to international education. Leaders both within and outside these institutions agree that community colleges can and should launch new efforts in this direction. Still to be decided, however, is how such efforts should be implemented. The challenge to the community colleges presented by this situation was made clear by Seymour Eskow, president of Rockland Community College, in his comments at the 1977 Wingspread Conference on international education. He pointed out that when, in the past, community colleges adopted important new educational commitments and professed them as major institutional goals, both individual and collective efforts at state, regional, and national levels were formulated to develop strategies for their implementation. Such efforts have been used, for example, in attempting to universalize access to postsecondary education throughout the land, to make postsecondary vocational education an accepted part of the curriculum, and, more recently, to build the "community base" for institutional program perspectives. But, Eskow emphasized correctly, the effort directed toward international programs in community colleges has only recently emerged and is as yet relatively slight. In fact, historically speaking, the public pronouncements and published literature of the community college movement either have ignored the international dimension in community college programs and services or have painted it in negative tones.

The current pattern of essentially idiosyncratic institutional behavior on the part of community colleges toward international education must be changed to a more unified approach reflecting an interinstitutional context; this calls for a systematic plan of attack involving academic innovation in the institution. We must develop a framework for planning and action that will be recognized within the current operations of given institutions and whose use will be encouraged and supported by institutions that see international education for what it really is—a new departure in community college education. Such a framework is particularly important because the emergence of international education in community colleges closely follows the community-based, performance-oriented approach to community college programming that has come into national prominence within the last half dozen years. Some may see these two emphases as oppositional, but we find that perception both wrong and misleading. International education in community colleges today is consistent with—not contrary to—a commitment to community-based, performance-oriented community college education; the framework for action presented in the sections to follow reinforces that consistency.

innovation, change, and interactive forces

Once they have become established and have gained support for particular purposes, institutions tend to resist change. This is an accepted generalization about organizational behavior, and its applicability to academic institutions increasingly is becoming recognized. As a result, efforts to develop better understanding of organizational resistance to change and to formulate effective counteractive measures are attracting increasing attention. The writings of such students of academic change as Hefferlin (1969), Peterson (1975), and Hodgkinson (1971) provide a useful background against which community college leaders can develop a better understanding of international education as an institutional innovation; we draw upon one such work to suggest a framework that can be generally useful.

In *Managing Academic Change,* Martorana and Kuhns (1975) advance a design for understanding, analyzing, and monitoring innovation in academic settings. Termed the *interactive forces theory,* it emphasizes that success or failure of a new departure depends on the interplay of three sets of forces in the dynamic institutional setting: (1) the relationship of the innovation to goals set for the institution and, more particularly, to the relative levels of aspiration and achievement that are attached to the goals affected by the innovation; (2) the personal forces acting either in favor of or against the change; and, (3) the extrapersonal forces that bear on the innovation and its institutional setting. No attempt will be made here to apply the theory in its conceptual and technical detail. However, its rationale can provide a complete and systematic framework for enhancing discussion of international education in community colleges and for guiding the implementation of related actions on campuses and in communities.

community college goals and international education

The classical precepts on which the philosophy of community college education rests bring out consistently broad goals for such institutions: (1) the universalization of postsecondary education opportunity for all adults in a community; (2) the personalization of instruction and counseling services for individual students; and, (3) the enrichment and improvement of the economy, society, and quality of life in the community. Within those goals, five programmatic emphases are repeatedly advocated: (1) effective general education for all students, regardless of their academic specializations; (2) preparation for advanced study in specialized upper-division programs; (3) occupational education leading directly to employment; (4) assessment, counseling, and guidance services; and (5) community services. In the current time of increasing international interdependence and growing intercultural pressures for better understanding worldwide, almost all these goals can serve as justification for a strengthened emphasis on international education in community colleges. The leadership task involved is to develop an institution-wide awareness of how international programs can contribute to a college's goal attainment. Equally important is the task of developing consensus in the belief that without an international perspective, the modern-day effectiveness of the institution can come into question. The validity of this concept and its relevance to program development is being recognized by a growing number of administrators and faculty in community colleges, but only in a few cases has a board of control adopted it as official college policy. Rockland Community College is one notable example. Members of the Community College Cooperative for International Development are also leaning in this direction.

personal forces

As with any institutional innovation, a new major thrust toward international programs and activities within a community college will have supporters as well as critics both in the college and in the community. Change agents seeking to broaden the international dimension of community college operations need to identify those individuals who will be supportive of the concept and its implementation so that their support can be effectively marshalled, deployed, and maintained. Similarly, individuals who are likely to exert personal energy and influence in opposition to international programs in the institution need to be identified so that either they can be persuaded as to the merits of and need for international programs or their negative efforts can be isolated and neutralized.

The support of the president of the institution is vital to the success of any international education program in a community college; the president's commitment to the concept and to its successful implementation is a striking characterisic of all of the community colleges now identified as leaders in international education. These include the colleges that gave rise to the consortium for international education in the American Association of Community and Junior Colleges, the Community College Cooperative for International Development, and the Community College and University Consortium for International Education. Other personal forces that also will lend support to international education should not be overlooked. Within the college, one is certain to find faculty with strong personal interests in international affairs, and often student leaders emerge and can be brought into the development and promotion effort. Within the community (depending on its special social, cultural, and economic makeup as well as its history and its geographic location), individuals interested in and willing to work on behalf of international programs come from many quarters and may include leaders of ethnic groups or individual entrepreneurs interested in international markets and trade.

extra-personal forces

The local circumstances that surround each of our one thousand or so community colleges differ so greatly that it is impossible to make many generalizations that are applicable to all. One such generalization might be made with impunity, however: inherent in every locality that is now served by a community college are both factors that can be tied positively to college efforts in international education and factors that will militate against such efforts. Again, the leadership task of both the advocates of and the change agents involved in international education in community colleges is to identify and accentuate the positive forces and to work to redirect or neutralize those that are negative. The experiences of community colleges that are showing the way toward successful implementation of international education programs provide helpful examples. Most of these colleges are in Florida, New York, other heavily populated centers on the east coast, and in California. The fact that most of these institutions are located where there are substantial numbers of foreign nationals, businesses and industries engaged in international trade, and organizations and associations (other than schools and colleges) interested and active in promoting international and intercultural understanding, and where physical facilities and monetary support for such activities can be acquired, attests to the way community colleges draw on the special conditions in their respective environments.

strategies for integrating programs, institutions, and community

Having identified and utilized the goal commitments of a community college, the personal and extrapersonal forces for and against international education in the college, leaders and activists need both a broad plan for action and, within that plan, a layout of specific elements that, if completed, will ensure its effective accomplishment. Some of the strategies that community colleges can use to enhance development of their international programs and activities have been mentioned in preceding sections. For example, colleges can form coalitions with cultural, economic, and social organizations in the community that share their interest in advancing international and intercultural understanding. Other strategies have also proven successful. Some reach beyond the immediate college and local environments, joining forces with other community colleges and, in some cases, other types of educational institutions for mutual support and advantage in promoting international education. Indeed, we see this approach as a pathway to new breakthroughs in international education and have developed the idea to some length in another publication (Shannon, Martorana, and Wollitzer, 1977). Another strategy that is frequently recommended by writers dealing with academic change is to keep a low profile regarding international education at the institution until some evidence of acceptance and success are at hand.

We might also learn much from examples of community involvement that serve to broaden community support and understanding of the college's plans to become more international and cosmopolitan in its services:

1. Vincennes University in Indiana assigns each foreign student to a local host family, which allows for cultural interaction. The university also sponsors an international house, which arranges visits for the foreign students to local schools and community organizations for interaction and discussion.

2. A number of colleges sponsor international festivals at least once a year to inform the community, as well as their students, about the customs and lifestyles of other countries. Some of these institutions also draw on ethnic resources in their regions in planning and operating such activities on a regular basis; they attempt to tie community elements into the campus-oriented programs throughout the year.

3. Several colleges offer tours abroad to the community at large as well as to their own students, with orientation and language programs tied in with the travel.

4. Big Bend Community College in Washington worked for more than ten years in the training of Japanese nationals. Through the Japanese agricultural training program, it offered English language programs, as well as agricultural education, to Japanese men and women placed in American homes. Tours to Japan, open to community members, were also sponsored by the college.

committing institutional resources

It is unlikely that an institution will be successful in a new program direction without committing some institutional resources bringing it about. If community colleges ultimately are to claim success in adding an international dimension to their programs and services, they must demonstrate first the capability to marshall the necessary resources and then the willingness to deploy those resources to get the job done. The resources needed are the usual ones: people, support facilities, equipment and services, and money. Questions concerning priorities in the use of institutional resources are bound to arise in the face of such current issues as tax limitations and public challenges of the worth of many governmental services at all levels. Institutions that make international education an integral part of their programs and thus a part of their local communities will prove the importance of institutional support of this important endeavor. The commitment of the college will not necessarily be shown directly in the institutional budget; it may be shown through the designation of personnel developing, monitoring, and promoting international education on the campus; through modifications in the curriculum of the college; through the adoption of special emphases that reflect international items in the community services program; or through various other means. The greater the evidence of such actions in all aspects of institutional operations and from all perspectives of institutional leadership, the greater will be the program's chances of success.

conclusion

Implementing international education programs and activities in community colleges is a new departure closely linked to a concept that has only recently emerged: community-based, performance-oriented postsecondary education. International education quickly attracted widespread support and recently was endorsed officially by the American Association of Community and Junior Colleges. People and organizations in communities throughout the nation are developing interests and programs that deal with international and intercultural affairs. Effective community-based postsecondary education cannot ignore this trend and claim to be well-integrated with its community. Those enrolled in community colleges, both as students and as workers and citizens, similarly reflect increasing interest in international developments, ideas, and opportunities; their effective performance in the last part of this century and in the beginning of the net depends on the current reponse to their needs. Community colleges must turn from talking and planning about international education to doing an effective job in the field.

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S. V. Martorana is professor of higher education and research associate in the Center for the Study of Higher Education at the Pennsylvania State University and former vice chancellor of community colleges for New York State.

William G. Shannon is executive director of the National Advisory Council on Extension and Continuing Education and former vice president of the American Association of Community and Junior Colleges.

Examining successful strategies for internationalizing the curriculum allows those interested in developing their own programs to benefit from the experiences of others.

internationalizing the college curriculum

sydney r. grant

Although no precise statistical data exist regarding the actual number of community colleges in the United States that are involved in international education, it is clear from the great number of announcements and brochures in the mail and from inquiries at the U.S. Department of Health, Education, and Welfare that many institutions are active in international programs and projects or are interested in them. Such international programs often involve both the development of materials for course work and seminars dealing with international, intercultural, interdisciplinary, or Third World themes; the projects are generally exchange programs aimed at providing overseas travel and study opportunities for students and faculty from North American institutions, as well as opportunities for students and faculty from other countries to study on community college campuses in the United States. In a few instances, several community colleges have joined forces and formed consortiums or cooperatives in order to make available to educators and private and public enterprises in other countries their expertise and facilities in training and technical assistance in occupational, vocational, and technical education. One such group that has enjoyed considerable success is the Community College Cooperative for International Development (CCCID). (The CCCID is comprised of six community colleges: Brevard Community College, Bunker Hill Community College, Delaware Technical and Community College, Florence-Darlington Technical College, Florida Junior College at Jacksonville and Navarro College. Consortium headquarters are located at Brevard Community College, Cocoa, Florida.

In other cases, community colleges have formed consortiums to pool efforts in developing curricular materials.

The purpose of this chapter is to review briefly and specifically some of the international education activities in which community colleges are participating. In addition, it will point out common elements of and strategies for internationalizing the curriculum so that community colleges interested in developing or promoting their own programs may benefit from the experience of others.

why internationalize?

The need to internationalize the curriculum grows out of the present world situation and the critical role of the United States in current world affairs. Thus, before we can fully understand that need, we must examine two key concepts: *interdependence* and *challenge*. Our *interdependence* results from the fact that we live on a planet of finite resources (food, water, energy, air, and so on). We must, therefore, share and trade those resources—not destroy, spoil, or squander them. The United States, as both a major producer and a major consumer of these resources, occupies a central position in the interdependence framework. Today's *challenge* is for the United States and other nations to meet and deal with economic inequalities, problems arising from the mindless application of technology, and the dangers arising from armed rivalry among competing economic, political, and cultural systems. No aware person today should ignore these vital issues. All young adults, especially those in our colleges, must learn to appreciate our interdependence, and they must learn how to consider present and future challenges. And, since both this interdependence and this challenge are worldwide in scope, the colleges need to develop an international dimension in their curriculums.

Title VI experiences

Considerable stimulus has been given to internationalizing the college curriculum through the National Defense Education Act (NDEA) Title VI grants awarded to selected institutions in the early 1970s; these grants were provided to strengthen the international dimension of education. It is clear, however, that money alone is not enough. The institutions that received NDEA Title VI funding also have made their own investments in terms of time, personnel, and other resources, as is illustrated by the following examples.

Kirkwood Community College. Under the leadership of Florence Masters, chairperson of its foreign languages and English department, Kirkwood Community College in Cedar Rapids, Iowa, started a two-year curriculum development project in 1976. Built on existing offerings in French, German, and Spanish and on its ethnic heritage studies, the project was both international and interdisciplinary. More than seventeen faculty members became involved through a committee composed of both arts and sciences and vocational and technical faculty participants. The committee's goal was to develop a curriculum that would provide a higher level of knowledge and that had an emphasis on global issues so that students could develop the skills and abilities needed to make effective personal and public decisions. An attendant institutional goal was to strengthen the international dimensions of the total program at Kirkwood and to build on international studies program. As the project abstract states:

> Three four-hour credit courses consisting of twelve one-hour credit modules were developed during the fall and winter quarters of Project Year One, 1976-77. These modules were pilot-tested, evaluated, and revised during spring quarter 1977. The modules were correlated with existing courses and incorporated principles and key concepts from these courses in the international framework of Third World nations. Curriculum developers formed a committee to identify key concepts and organize generalizations (principles by disciplines); to choose materials, instructional tools, learning experiences, and teaching strategies; to formulate an evaluation structure; and to pilot-test, evaluate, and revise (developed materials).
>
> A core course of four credit hours was developed as an introduction to the Third World *(People, Livelihoods, and Politics).* Additional units consisting of eight one-hour credit modules were developed during [the] fall and winter quarters of Project Year Two. These twelve units were field-tested, evaluated, and revised by the end of spring quarter 1976. The curriculum development during Project Year Two resulted in a total of twenty-four credit hours in Third World topics that are available to students as independent study or as part of existing courses.
>
> Students from both arts and sciences and vocational

> technical programs are encouraged to enroll in the international studies modules and to choose an international studies major. (Kirkwood Community College International Dimensions Project Abstract—Mimeographed—No Place, No Date.)

Beyond these student achievements, several important staff spin-offs resulted as well:

> The degree to which the project activities resulted in changes in faculty was of major concern to the grant administrators. The curriculum-building and teaching skills of the staff were quite diverse. A major goal was to promote change and to upgrade, and no effort was made to be selective in recruiting staff. It was important to have representation from a maximum number of disciplines in order to disseminate the international content to a maximum degree. Interest was the principal factor in staff selection. The staff development process extended well into Project Year One. Staff worked initially in a group, then divided into subgroups as their research and dialogue led to clusters of topics. New relationships crossing department and division lines evolved and faculty gained insight into other fields.

At the end of the second year of the project, Kirkwood reported positive results:

> Paralleling the changing climate of the college during this period [were] the development of the Third World issues modules and the publicizing of the international studies program. Seventeen instructors were involved in an interdisciplinary project. Over 25 percent of arts and sciences students and 3 percent of vocational technical students were exposed to the international curriculum. Evaluations showed that the students and staff believed that they gained in knowledge, understanding, and awareness of Third World cultures and issues. When the effect of the International Dimensions Project is combined with the other international elements in the college, we can judge that there has been significant progress toward greater emphasis of international education in the total college curriculum.

Among the topics receiving special emphasis were "Third World Women," "Introduction to Latin American Fiction," and

"Non-Verbal Dimensions in Intercultural Communication." But such general themes as "Third World People," "Third World Livelihoods," and "Third World Politics" attracted few students.

North Shore Community College. North Shore Community College in Beverly, Massachusetts, another NDEA Title VI grant recipient, began its project in September 1977 under the direction of Ann Kelleher, Director of International Studies at nearby Bunker Hill Community College. The general aim of the project (which is at present in its second year of operation) is to stimulate the teaching of international studies in Massachusetts community colleges on a system-wide basis; its overall goal is to disseminate knowledge of international issues and processes to the general citizenry because, in this interdependent world, such knowledge is essential in a representative political system.

The international studies project at North Shore was organized around three activities: faculty workshops, intercampus simulations, and a pre- and post-testing program. Faculty representing any discipline from all fifteen public community colleges in Massachusetts were invited to participate in the first of these activities, the faculty workshops. Their time was spent in writing new material for courses they were already teaching, with an eye toward developing an international component. One workshop was held on each of five selected Saturdays throughout the semester. Twenty faculty participated; each received a stipend of $75 per workshop. The second activity, the intercampus simulations, was planned to work with students from five Massachusetts community colleges beginning in the Fall of 1978; these five were North Shore, Massachusetts Bay, Mount Wachusett, Bunker Hill, and Roxbury. Simulations are games designed to highlight economic, political, diplomatic, and military strategies and relationships among nations. Through role-playing in a simulation one begins to appreciate the forces present in similar real situations, thus gaining insight into the complexity of a selected activity on the international scene. The third activity, the pre- and post-testing program, is based on criterion-referenced, competency-oriented objectives. This means that the specific skills to be learned — those skills judged necessary for achieving competence and effectiveness in the topic being taught — are spelled out in measurable terms. Test results are evaluated to determine which of three learning situations seems most effective: classroom teaching, simulation, or selected field experiences (such as travel/study programs).

So far, North Shore Community College reports the results of its international studies project in very positive terms. For example, regarding internal benefits to the Massachusetts community college system, North Shore states that:

1. Participating faculty have experienced a new interest and enthusiasm in their work, with a concomitant lift in morale.
2. The use of existing faculty and courses over a wide variety of disciplines means a large number of students are being exposed to international studies material.
3. Cooperative linkages are being made operational on both the faculty and administrative levels. This point is made especially dramatic by the close administrative cooperation of the two colleges cosponsoring the project.
4. Federal grant money ($48,000) is being spent almost wholly within the system for consultant work as well as for faculty stipends.

And in terms of external benefits to the Massachusetts community college system, North Shore makes these points:

1. The linking of international studies with technical education is one of the newest trends nationwide. Community colleges are potentially natural leaders of this trend, given their career orientation, and, therefore, expertise developed through the project will be useful elsewhere in the United States.
2. Stimulation of international studies education through the use of existing faculty resources has put the Massachusetts community college system in the forefront of U.S. international education.

A notable part of the project is that the participating faculty are assisted in writing and designing operational objectives. Among some of the topical themes developed in this statewide project are: "Impact of Environment on Behavior, Literature, and Society," "Introduction to International Relations," "Human Growth and Development," "International Relations," "Elementary French," "Government and Politics in Latin America," and "Western Civilization."

Monroe Community College. A third recipient of an NDEA Title VI grant was Monroe Community College in Rochester, New York. Under the leadership of Sumatti Devadutt, Monroe has developed a project aimed at strengthening international and global dimensions by helping students understand the history and culture of the peoples of Asia, Africa, Latin America, and the Middle East. The faculty at Monroe are also building on existing course offerings aimed at developing modules that focus on the international dimension. For example, from a course called *Basic College Writing* come modules on Asian and African literature; from *Interpersonal Speech Communication* come modules on Asian and African world views and social systems; from *Human Geography* come modules on biological and physical interdependency issues; from *Problems in Life Science* come modules on population, food, and global environment; and so forth. In addition, among the completely new courses Monroe plans to develop and introduce are: *The American Response to the Third and Fourth World Challenge: The Case of Asia and Africa,* and *The Future of Mankind in an Interdependent World.* The project involves small faculty groups (about five members each) working as study groups in developing the instructional modules and the supplementary materials. Each faculty member is released from about one fourth of his regular twelve-hour teaching load. The faculty are assisted by consultants.

conferences

International and interdisciplinary elements in the community college curriculum were considered at four key conferences oganized and held under the supervision of the instructional resources staff at the Miami-Dade Community College. The conferences were held in January, May, and September of 1973 and March of 1974, respectively, in various parts of the United States and dealt with international themes in the natural sciences, the social sciences, environmental education, and the humanities. The purpose of the conferences was to develop instructional materials for internationalizing the community college curriculum and making it more interdisciplinary. Among the institutions participating were: Miami-Dade Community College, City Colleges of Chicago, Cuyahoga Community College (Ohio), Community College of Denver, Essex County Community College (New Jersey), Golden West College (California), Kansas State University, Northern Virginia Community College, Orange Coast Communiy College (California), Portland Community College (Oregon), and Tarrant County Junior College (Texas).

The four conferences achieved wide participation through small work groups, using case studies to present materials and modified Delphi feedback methods to promote original thinking and tap the varied creative and experiential background of the participants. Careful consideration of the themes treated at these conferences may prove helpful to those readers interested in developing their own international education programs, so it is perhaps appropriate to cite them here. First, in the natural sciences, the themes covered included: satellites; cybernetics; energy; resources and recycling; world food supply now and later; shaping the human population; and the survival of the individual. Second, in the social sciences, the themes were: a sense of community; alienation; consumer economics; the cost of economic development; decision mechanisms; democracy (political systems); intergroup tensions and ethnic groupings; internationalism; nationalism; sociology of revolution; urbanization; and value and belief systems. Third, the themes in environmental education were: man and the environment: a global view; the nature of man; value systems; concepts of change; responsibility to future generations; spaceship earth as an ecosystem; the nature of the environment; conservation of vital resources; energy systems; water pollution; air pollution; scenic pollution; and sound pollution. And finally, the themes dealt with in the humanities were: what is human culture?; the preservation of cultural heritage; what is happiness?; culture change and counterculture; man and divinity; the lively humanities; what does art do?; and art as expression and as social force. These themes are broad, vital, provocative, and capable of generating many subthemes of great interest to young people and, indeed, to people of any age who are aware of the state of our world during a time of crisis, tension, and rapid change.

foreign curriculum consultants

The presence on campus of scholars and educators from other countries can also contribute to internationalizing the college curriculum. This is especially effective at smaller institutions where the visitor (who usually is present for six to twelve months) has a chance to meet and get to know most of the faculty and students. Acting as curriculum consultants, such individuals not only can help the staff develop curricular modules about their countries, but they can also participate in classroom activities as teachers, panel members, or resource persons. The presence, views, and perspectives of foreign consultants can serve as specific and real bases for an internationally focused experience right on the college campus. Such efforts are often funded through federal aid via the Division of International Programs of the U.S. Office of Education.

exchange and travel abroad programs

Exchange and travel abroad programs are tried-and-true ways to promote interest in international and cross-cultural education. It is strange that such programs have not been developed as frequently by the colleges as one might expect given the interest in them; in the private business sector, travel abroad programs and "affinity group flights" have proven commercially profitable. Indeed, many travel agencies and specialized educational organizations, such as the New York based, non-profit Council on International Educational Exchange, are enthusiastic about the possibility of collaborating with colleges in developing travel and study abroad programs.

Such programs vary tremendously, ranging from the two-week vacation break trip to the semester or academic year abroad. The programs may involve general visits to geographic and historical sites, or they may focus on a specific theme, such as the teaching of industrial and technical subjects in one or more countries. In some cases, host institutions or colleges in the countries visited serve as the institution of record. The costs and administrative efforts required are important considerations in these programs; experience has shown, however, that many persons are willing and able to afford the costs, especially if the trip becomes part of a genuine study program for which credit is available. Furthermore, the cooperating travel and educational agencies are specialists in taking care of the administration and red tape involved, including making reservations and insurance arrangements. If such programs are designed properly, many individuals may be able to declare the costs of their experiences as tax deductible. (One program worthy of investigation is the Community College World Studies Program offered by Brevard Community College in Cocoa, Florida.)

The straight exchange program, in which one or two students or faculty trade places with counterparts from other countries, is also an exceptionally rewarding and revitalizing international experience. In such cases, faculty generally fit into each others' situations. Provided that language does not prove a barrier, such opportunities can be profitable for both the individuals and the institutions involved.

recommendations for action

Those interested in starting or further promoting the internationalization of their college curriculums would do well to consider the following recommendations:

1. *Top leadership (including the board of directors) should support the effort.* It is always difficult to start something new and different, even under the best of circumstances. Support from the top—psychological, political, and financial—right at the beginning is essential.

2. *The person selected to spearhead the effort should be knowledgeable in the relevant content fields, have excellent interpersonal skills, be enthusiastic, have sufficient time available to devote to the program, and be allowed freedom to work.* Such leaders typically have been drawn from the social sciences, foreign language departments, or the arts. It is important that their academic background be as interdisciplinary and intercultural as possible; they should be able to bridge the traditional boundaries of curricular areas or of language and cul-

tural areas, and should be broad in training and outlook. They will be required to bring people together in new and different configurations and, at times, promote delicate and critical understandings. They should want to lead the program rather than accept it half-heartedly or have to be talked into it. Unless leaders have enough time and freedom from their usual tasks, not much will be accomplished. Leadership on a project such as this will not be possible if it is an "add-on" to an already busy schedule. Each community college is different. Staffs are different, and different skills exist to different degrees and in varying supply. Therefore, leaders must be given the chance to develop an individual program within a broad range of objectives. They must be able to "take the ball and run with it." The program should not be a carbon copy of somebody else's program; each program should be adapted to the idiosyncrasies of the community it will serve, including an eye for its ethnic patterns and its cultural and economic interests.

3. *Intercultural and international education does not always have to lead beyond one's own nation, state, or community.* Because our nation is blessed with rich diversity, persons right in our own communities can serve as resources and participants in culturally and internationally oriented programs. We should thus try to use local resources as much as possible.

4. *Program development that builds toward the one-time experience should be avoided.* The single event may be splendid, but when it is over everyone will tend to lapse into old ways and the effects of the experience may soon fade. It is best to build toward ongoing, permanent activities and materials that become a regular part of the college program and that will be available and visible month after month for many participants—even if such programs may seem somewhat less spectacular.

5. *Programs should be people-based as well as material-based.* People-based programs are those in which participants come into close contact with one another—where friendships are made, students and professors mingle and work together, American and foreign students meet and work together—so that meaningful personal bonds can be formed. Materials are also important in bringing people together and in making for an interesting and informative experience, but the personal and interpersonal elements should be central to internationalization efforts.

6. *The person selected as leader of the effort should be assured that he or she is not meant to "be" the program, to be solely responsible for it, or to develop the materials for it singlehandedly.* He or she should serve as a catalyst in bringing together people and materials in a mix that will, on its own, bring about the formation and emergence of

a new or modified program. The result is a joint undertaking that represents the creative efforts of diverse minds, backgrounds, points of view, and disciplines, all centered around important human themes that have relevance for our time and for mankind in general.

7. *Using experience and expertise from the outside can be a great advantage, especially at the outset of the program.* Often, in our enthusiasm to get things going, we jump into projects without considering the alternatives available. Benefiting from the experience of others is just using our common sense and does not mean that our own programs will not be original. Many pitfalls can be avoided by securing the advice of a consultant at critical junctures in program development. Appropriate counsel can help college groups be more objective, it can open up new avenues and possibilities, and it can offer fresh inspiration.

8. *The purpose of the program—serving our students, faculty, and communities—should be borne in mind throughout the program planning and development.* We should always remember that our purposes are world-based, intercultural, and interdisciplinary—which is a good description of our social, political, and economic situation in the world today.

9. *Evaluation should be an important element of the program from the very beginning.* Evaluation in this case means collecting information about how the program is unfolding, how well it is moving toward its stated objectives, and how it should be reformulated and adapted if such changes are deemed necessary. Evaluation also means finding out what changes, gains, or achievements have been realized as a result of our collective efforts.

10. *Above all, it should be kept in mind that the major themes of international, intercultural, and interdisciplinary education are pervasive and thus may be spelled out through many diverse situations and in many ways.* The world at home contains many elements of the world at large; international themes have many intercultural elements; and intercultural topics have numerous international strands. Breadth of view, interrelatedness, and openness are the most important components to build into the cognitive and affective realms of an internationalized college curriculum.

Sydney R. Grant is a professor in the department of educational research, development, and foundations at The Florida State University, Tallahassee, Florida. He also serves as senior consultant to several Latin American countries through the Agency for International Development.

As nations become increasingly interdependent and technological changes increase, students will need to learn more from, as well as about, their world.

cultural studies: becoming our own teachers

seymour fersh

Until recently, it did not really matter to most people of the world if understanding stopped at national boundaries, if indeed it stretched that far beyond family and clan. In such tradition-directed societies, the major function of schools generally has been to pass along from teacher to student the accumulated wisdom of a particular shared culture. It was appropriate for teachers to master a body of knowledge and then help train others who could benefit from such a reservoir of valuable know-what and know-how. Students were trained to take their places in society and encouraged to become ethnocentric—to believe that their homeland, people, language, and way of life were not only special but also superior to those of others.

This kind of schooling is still appropriate where there are few changes and the elders know best the kinds of behavior that are most likely to be effective for survival and fulfillment. And in many ways, the ethnocentric view is helpful if a person spends all of his or her life in one relatively unchanging culture, as was true until recently for most of the world's people, including many Americans. Today, however, conditions are changing rapidly; moreover, the condition of change itself is changing—there is more of it and it is occurring at an accelerating rate. "Until today, ideas have always lived longer than people," says Edward de Bono (1969, p. 28), "but now people live longer than ideas. As a result, there is a great need for mental tools that make possible [the] re-forming of ideas." In addition,in today's world of growing interdependence among nations and peoples, we need to increase our awareness of how our national actions and interests affect others and how we are affected in turn. The need for such awareness is becoming increasingly crucial, warns Edwin O. Reischauer (1973, p. 157):

> While the world is becoming a single great global community, it retains attitudes and habits more appropriate to a different technological age. . . . Before long, humanity will face many grave difficulties that can only be solved on a global scale. Education, however, as it is presently conducted in this country, is not moving rapidly enough in the right direction to produce the knowledge about the outside world and the attitudes toward other peoples that may be essential for human survival within a generation or two.

The study of human societies is essential because we all belong to cultures and need to know more about how they are created, how they function, and how they change. We need more information and more understanding, but, even more, we need new methods of learning: above all, students will need to develop the capacity to learn from the world as well as about it. This kind of learning will place greater emphasis on the student as the subject, using selected content to help him or her become both more self-directing and more self-educating. This shift in educational purpose is more in harmony with community colleges than with any other American educational institutions. This is not surprising. After all, the community college movement itself owes most of its growth to the recognition since World War II that tradition-directed training is not as effective as innovative education.

advantages of cultural studies

The study of other cultures should not only contribute to a more specialized knowledge of some foreign area but must be an integral part of the kind of humanistic education William de Bary (1964, p. 111) characterizes as "education for a world community":

> I put it this way because "education for world affairs" suggests the same preoccupation with the current world scene which we have grown wary of. Research and reporting on the interna-

> tional situation is indeed essential in government, in business, and in our democracy for all educated persons participating in it. But the first essential is to have educated persons. They must be educated to live, to be truly themselves, in a world community. They must undergo the kind of intellectual chastening that is the prerequisite to the exercise of any power or influence in the world. They must know themselves better than they know world affairs so that the responsibilities they assume are commensurate with their capabilities and not swollen with self-conceit—personal, national, racial, religious, social, political, and so on.

Moreover, an awareness of international cultural differences can alert us to cultural differences within our own country. National boundaries may encompass geographic areas, but they do not necessarily, nor should they, convert all people within a country to the same cultural value system. In the United States, for example, there is still a rich heritage of ethnic variation that started with the immigrants. When we speak of some of these ethnic groups as being culturally disadvantaged, we make the same error as when we assume that some other nations that do not share our cultural values are backward, emerging, underdeveloped.

Such an awareness of cultural differences can be helpful not only to those inhabiting different areas, but also to those living in different times. In the United States especially, technology changes living conditions so rapidly that each generation lives in ways that differ dramatically from those of its predecessors. American parents and their children experience a culture gap as well as a generation gap, differing not only in age but also in language, dress, music, folkways, and mores. Moreover, all of us are increasingly experiencing our own cultural reincarnations; we do not live in the same cultures into which we were born nor in which we will die. One no longer has to change one's place to change cultures; even if he or she stays in the same place, the same place does not stay the same culturally. It is now possible to become an immigrant without migrating.

The greatest value of cultural studies can be in helping students transcend their own cultural conditioning. A good example of this is the way in which the system of arranged marriages is often presented in American textbooks. For instance, consider how this statement should be evaluated: "Indian children are rushed into marriage at an early age by anxious parents who pay an exorbitant dowry." In many cultures, it is believed that marriage should take place when the bride and groom are biologically ready to have children in order to balance the high death rate. Few Americans realize that this belief was held in America during colonial times and in the early decades of the nineteenth century, when the fertility of women in the United States approached the physiological upper limit of about fifty-five births per 1,000 population (compared with a low of seventeen births per 1,000 population during the early 1930s).

Through encounters with culturally different ways of thinking, students are reminded that their viewpoints are cultural rather than natural and that their potential beliefs are not limited to their cultural inheritances. This kind of awareness can help students realize and be reassured that other people are much like they are—concerned with the perennial human questions of survival and fulfillment—and it can help increase their confidence and encourage their ability to shape, share, create, and adapt to changing conditions.

Cultural studies can also lead to the enrichment of one's life. What would our standard of living be like if we had no knowledge of what has been created in Europe—its arts, literature, languages, sciences, religious and philosophic thought, and more? Might we not become culturally deprived if we do not share in the possibilities of enrichment from people who live elsewhere?

implications for educational change

Historically, more emphasis has been placed on content than on concepts in American schools and colleges. We still speak of students "taking" and "passing" and "majoring" in certain subjects, and the curriculum is still basically divided into subject matter units. This pattern is still appropriate for part of students' education. For other parts, however, it is not; in these areas, cultural studies can have a particularly beneficial effect. Rather than merely broadening the curriculum, cultural studies can give students a process as well as a content for increasing their self-awareness. Students can internalize a general technique for studying a particular culture and use it to understand other cultures both within and outside their own systems. This kind of learning can help them develop the skill of empathy and the styles of humility. The learner's introduction to other value systems need not result in a minimized view of his or her own culture, but it will surely result in changing his or her view of both others and self. Thus, a first step in revising the curriculum would be to organize a *core course* around student achievements rather than around content units. Content, of course, should always be authentic and important, but it is perhaps even more important to help students experience entirely new responses ("I never thought of that!") and to become comfortable and even pleased when they discover that their assumptions can be reversed.

The importance of this kind of education is becoming widely accepted. At Harvard University, for example, the faculty of arts and sciences is beginning to substitute a new core curriculum for its traditional general education program. In this new curriculum, one fourth of a students' total courses are core courses, half are in his or her major field, and the remainder are electives. Core courses cover five broad academic areas, one of which is concerned with foreign languages and culture. According to a report in the *New York Times* ("Harvard is Debating . . . ," 1978, p. 1), this single course "aimed at expanding the student's range of cultural experiences and providing fresh perspectives on his or her own cultural assumptions and traditions" is offered as a part of this area. If this course deals with a western culture such as France, the work is done in that culture's language. Those courses involving other major cultures, such as China, use translations. The details of this new core courses have yet to be agreed upon, but the curriculum change is proposed because "America's role in the world has changed from one of detachment to one of interdependence and permanent involvement with other societies and cultures. Harvard students are almost certain to spend a portion of their lives working, living, and traveling abroad or engaged in some sort of active endeavor involving other societies and cultures."

becoming our own teachers

Our response to the possibilities offered by cultural studies is an indicator of our own educational philosophy. We favor the kind of education that Yu-Kuang Chu (1972) calls "interior orientation," a process in which personal inner resources are developed and strengthened by recognizing that "it is not the environment that educates a person; it is the inner reactions of the person to the environment." This is the same kind of education that Robert Pirsig (1974) brilliantly explores in his *Zen and the Art of Motorcycle Maintenance: An Inquiry Into Values,* which considers how any learning activity—motorcycle maintenance among others—can help a person become more self-aware and self-educating. It is also the kind of education in which the contributions of cultural studies will be revealed, not only through increased knowledge but through personal development as well. Learners will not only know; they will also think, feel, appreciate, and act creatively. No other part of the curriculum has a greater opportunity for helping students become more fully conscious of their human potential.

Teilhard de Chardin (1959, p. 191) writes of "the planetization of mankind," which will make us "more completely personalized and human." Such opportunities for enhancing human life—both individually and as a group—are now better than ever, and they will continue to improve as we learn more from, as well as about, our world. Now, when nations are only minutes apart and it no longer takes eighty days to circle the earth, it is hazardous to base actions solely on one's own viewpoint. Moreover, ignorance about others perpetuates ignorance about oneself, because only through comparisons can one come to understand personal differences and similarities. The glass through which other cultures are viewed serves not only as a window, but also as a mirror in which each can see a reflection of his or her own way of life.

Now more than ever, we need to become our own teachers and continue the process of self-education. No content can serve this purpose better than cultural studies; through such studies, our community colleges have a unique opportunity to contribute to both the overall human condition and the individual conditions of humans.

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Seymour Fersh is director of international services for the American Association of Community and Junior Colleges and the author of several books, including Learning About Peoples and Cultures *and* Asia: Teaching About/Learning From.

Injecting international experiences into staff development can stimulate interest and create a new sense of excitement and enthusiasm.

international education: a vehicle for staff revitalization

raymond e. schultz
roland terrell

International education as an approach to staff development is beginning to receive attention in community colleges throughout the nation. Until recently, these institutions have been too engrossed in meeting the demands of rapid growth and in serving diverse populations to devote much time or attention to this important area of education. However, recent world developments are placing new responsibilities on community colleges, calling for staff development that emphasizes international education. Meeting these new responsibilities means that community college faculty, administrators, and support staff members must acquire new knowledge, insights, and methodologies. Staff development efforts directed toward that end should help faculty and staff develop the professional competence they need to: (1) help students better understand the implications for their lives of events and conditions in other countries and in other parts of the world; (2) gain better understanding of their own fields of specialization by viewing them in relation to developments and practices elsewhere in the world; and (3) more effectively serve the growing number of foreign students enrolling in our community colleges. Furthermore, international experiences may have additional merit for staff development programs themselves: they may help break down the immunity that faculty and other staff tend to develop to traditional conferences, seminars, and summer study. Injecting international experiences into a staff development program can stimulate interest and create excitement, in addition to offering a wide variety of activities.

Most administrators will readily agree that an international background is of great value to faculty who teach foreign languages, humanities, and social sciences. However, they may not see the merits of an international orientation for faculty in other fields or for nonteaching staff and administrators. We contend that instructors of courses in business, auto mechanics, and nursing, to mention just a few, stand to benefit from international experiences as much as do humanities and social science faculty. Such experiences provide valuable insights into technical and human issues in countries whose cultural values and levels of technological sophistication differ from our own. For example, a building technology instructor can learn a great deal by observing construction practices in South American countries. Such an opportunity would probably prompt greater appreciation of our advanced construction technology and, at the same time, lead to an awareness that the masonry skills in those countries are considerably ahead of ours.

We have no assurance that greater tolerance for different cultures will result from international experiences, but such experiences represent our best opportunity for improving such tolerance. It is essential that intercultural tolerance be cultivated among *all* community college personnel—from the president to the lowest-paid support staff members—because they all come into direct contact with not only the growing number of foreign students currently entering our community colleges but also the large number of recent immigrants being served by these institutions.

international options for staff development

Community colleges wishing to use international experiences for staff development have a considerable variety of activities from which to choose. We recommend using a combination of these experiences, since they complement one another. In this chapter we will consider seven types of international experiences that can make a significant contribution to a staff development program: (1) exchange programs; (2) group study abroad programs; (3) foreign curriculum consultants; (4) host families; (5) teaching abroad; (6) workshops and conferences; and (7) institutes.

Exchange Programs. Teaching or working in an entirely different educational, cultural, and geographical environment can be an enriching experience and can contribute greatly to participants' professional and personal growth. One popular way to arrange this kind of experience is through an exchange program. Such programs come in all sizes and shapes. They can be for a quarter, a semester, an academic year, or even a summer. They can be on a one-for-one basis involving, for example, two English instructors, an English teacher and a Spanish teacher, or several instructors not necessarily matched by fields.

A set of procedures should be established before an exchange takes place to prevent misunderstandings within and between the institutions involved. We recommended, first of all, that the exchange participants remain officially employed by their home institutions. This protects them in terms of salary, fringe benefits, tenure, and the like. Where substantial differences in living costs, exchange rates, and salary levels are involved, salary adjustments should be made. The exchange program between Malaspina College in British Columbia and Brevard Community College in Florida during the 1977-78 academic year represents a model that other community colleges interested in exchange programs would do well to investigate.

Group Study Abroad Programs. Group study abroad programs provide intensive study opportunities for faculty who want to improve their backgrounds for the direct benefit of students. The primary goal of such programs is to expand faculty members' knowledge of other countries, cultures, and geographic regions and to help them apply that background to curriculum development and teaching. Generally conducted during the summer months, these study abroad experiences usually last up to six or seven weeks. During that time, several faculty live, study, and travel abroad together to gain experiences in cultural, economic, political, and/or social aspects of one or more countries.

A community college can become involved in such a program in any of several ways. For instance, it can develop its own program, working with a travel agency that specializes in group travel abroad. The agency will help develop an itinerary, arrange for guides, and make living arrangements. However, travel agencies usually do not have contacts with educational institutions in other countries. If the goal is for the group to spend its time abroad at one location associated with a particular educational institution, arrangements are often best made directly between the two institutions involved.

Helpful assistance is also available from the Fulbright-Hays group study abroad program of the Division of International Education, U.S. Office of Education (USOE), which makes grants to universities and colleges for study abroad. Through one such grant, for instance the Community College Cooperative for International Development participated in a study abroad program in Brazil during the summer of 1978. In 1979, the cooperative hopes to send faculty to India and/or Taiwan. Groups funded by these grants are organized around an academic field for study at a specified location during a summer period of six or seven weeks. The grants cover participants' costs for travel, living abroad, and educational expenses. The emphasis is on developing curricular and instructional materials that can subsequently be used by participants with their own classes.

We recommend that community colleges just getting into international activities join a program that has been developed by another institution (community college or university) that has earned a good reputation, such as the Community College World Studies Program sponsored by Brevard Community College and offered during the summer of 1978 and again in 1979. That program provided combination study and travel programs around the world for community college groups representing various teaching fields and administrative roles.

Foreign Curriculum Consultants. The Division of International Education, USOE, also has a foreign curriculum consultants program with excellent potential for staff development. That program is designed to bring foreign educators to the United States to serve as curriculum resource consultants for one academic year. The foreign educators work with faculty in redesigning courses to more accurately reflect the cultural, economic, political, and social developments of other parts of the world. These consultants also serve as guest lecturers to students, faculty groups, and local civic organizations.

One community college that has participated in this program for a number of years is Florida Junior College at Jacksonville. The college has hosted curriculum consultants from Egypt, Taiwan, Uganda, and Japan. Brevard Community College has also participated and has had the services of curriculum consultants from Guatemala and Brazil. The program has provided an initial exposure to staff development through international education for many faculty at both institutions, as well as at other community colleges.

Host Families. Community colleges that have limited resources but want to give faculty and other staff an initial international exposure should consider one of several host family programs. These programs offer opportunities for faculty and other staff to become associated with visitors from other countries by hosting them in their homes. Depending on the program, a visitor is hosted for a few days to several months. In most such programs, the host's responsibility is to provide lodging, meals, and local transportation. Through these contacts, at least the beginnings of new insights and understandings of other cultures, countries, and governments can be realized. Experiences of this kind can kindle a desire to learn more and become the impetus for further professional growth through international experiences. In addition, they can lead to long-lasting friendships and often result in visits abroad by the host family. When the visitors are educators, these associations can lead to exchanges between community colleges in the United States and educational institutions or agencies in other countries. Williamsport Community College (Pennsylvania), for example, has developed several successful host programs.

A number of organizations help arrange host family visits. Among these are:

American Host Foundation
12747 Brookhurst St.
Garden Grove, CA 92640

Institute of International Education
Washington Office
11 Dupont Circle, N.W.
Washington, D.C. 20036

The International Center in New York
745 Seventh Street
New York, N.Y. 10019

National Council for Community Services to
International Visitors
1630 Crescent Place, N.W.
Washington, D.C. 20036

Visitor Program Service
1776 Massachusetts Ave., N.W.
Washington, D.C. 20036

Teaching Abroad. Teaching assignments in other countries also offer excellent potential for faculty development. These programs differ from exchange programs in that they give faculty opportunities to experience other cultures and geographic regions through teaching assignments for their own colleges. The opportunity to associate with host country educators and the extent of that association depend on how the program is organized and where it is offered.

Student study abroad programs represent one kind of teaching abroad opportunity currently being offered by a number of community colleges. Under this arrangement, a faculty member is assigned as an instructional leader for a college course taught in two phases. During the first phase, students attend concentrated class sessions at their home institution that give them an orientation to living and studying abroad. During the second phase, students travel to another country or countries and continue their study, gaining firsthand knowledge and experience that is related to the courses being taken. During this phase, one (or more) faculty member is in charge and directs their learning activities.

Programs based in another country provide a second type of opportunity for community college faculty to teach abroad. Rockland Community College in New York and Broward Community College in Florida are examples of institutions that have such programs. Rockland has established an international student center in Tel Aviv, Israel. Students enroll for courses through the home campus and are instructed by regular Rockland faculty assigned to the Tel Aviv center. Broward, in conjunction with the Florida Collegiate Consortium for International/Intercultural Education, has developed an international student center in Seville, Spain, on the campus of Columbus College. Students enrolled at Broward may spend one semester taking courses at Columbus College that are taught by faculty from the Florida campus.

Workshops and Conferences. Workshops and conferences provide community colleges with a means of focusing on staff development through international education. Workshops can address a wide range of topics, including exchange programs, study abroad, and curriculum development for an international orientation. They provide a means of bringing together, for a short period of time, individuals who may wish to be involved in international education but are unwilling or unable to commit much time to it.

One approach to using workshops in international education that has proven successful involves identifying a similar type of institution in another country that desires to cooperate in a joint endeavor. As one example, Brevard Community College in Florida and Malaspina College in British Columbia, Canada, worked together on curriculum projects in energy and science. As another example, Florida Junior College at Jacksonville and Dawson College in Montreal held a joint staff development workshop in Jacksonville. Faculty and administrators from the two institutions spent three days together comparing institutional missions, discussing curriculum projects, and exchanging ideas on instructional strategies.

A community college can also host or participate in international conferences as a means of promoting staff development in much the same way as it does with workshops. An institution that sponsors an international conference can use its own personnel as moderators, reactors, and even speakers while bringing faculty and other staff into contact with experts in various phases of international education as well as with educators from other countries. An example of an international conference that is achieving these outcomes is one sponsored annually by the Community College Cooperative for International Development. This is a consortium of six community colleges along the Eastern seaboard and in Texas. Its major goal is to identify, develop, and expand mutually beneficial international relations that contribute to the improvement of member colleges' programs and services. The annual conference sponsored by the cooperative provides opportunities for educators from throughout the United States and from other countries to come together and discuss trends, developments, and issues in international education.

Institutes. Institutes are another way of providing staff development for community college personnel. They offer intensive experiences for a group with specific interests that works together for a period of up to several weeks. The purpose of such institutes is to help faculty and other staff develop specialized backgrounds or skills for specific assignments. They often include internship activities and observations by specialists. Several examples may be valuable as institutional models for community colleges interested in staff development through international education. One such example is the International Foreign Language Institute, which was hosted in Spain during the summer of 1977 for community college foreign language faculty. Another example is the United States/United Kingdom Transatlantic Institute that is planned for the Summer of 1979. It is being jointly sponsored by Lancaster University in England, Appalachian State University in North Carolina, and Florida Junior College at Jacksonville. Participants will include community college faculty and administrators primarily from the United Kingdom (colleges of furthering education) and the United States.

guidelines

We recommend the following guidelines for any institution that desires to initiate international education for staff development. Institutions with at least partially developed programs have probably already accomplished some of these proposed steps.

1. *Obtain governing board endorsement to develop an institutional plan for using international education experiences for staff development.* This should be done even if a governing board has adopted a policy statement pertaining to international education (as recommended elsewhere in this chapter), because institutional expenditures will be involved. Whether or not the endorsement should be formal differs for each institution depending on how similar matters are handled.

2. *Collect information on existing international education staff development programs.* This should include information from other institutions (not limited to community colleges) and on cooperative programs, examples of which are provided elsewhere in this chapter. Such information should be collected before appointing the staff development committee (see guideline 4).

3. *Start with a few initial activities that are easy to manage and promise high "pay-off."* Such activities might include arranging a foreign exchange for a single faculty member, granting a paid leave allowing one or two faculty members to spend a term in another country on a project of significance to their institution, or helping a few faculty members to participate in a summer study travel program abroad.

4. *Appoint or use an existing staff development committee to propose institutional policies related to international experiences.* It may be best to delay appointing this committee until after the initial activities suggested in guideline 3 have been completed. The committee should be headed by someone with substantial international experience or, at the very least, it should have representative membership with such background. Further, the members of this committee should include representatives from the administration, the faculty, and the support staff—the three groups who should be included in the program being developed. The committee should give attention to: (a) goals and priorities for the program; (b) the types of international experiences that might be recognized by the institution as staff development; (c) the way the institution might assist a staff member in undertaking each type of experience (in other words, providing professional leave without pay, leave with pay or partial pay, travel expenses, and so on); (d) the type(s) of recognition that the institution might provide for each type of experience (salary increase in accordance with degree of professional development, recognition toward promotion where academic rank is used, meet professional growth requirements);

and, (e) obligations that a staff member might incur by participating in each type of activity (he or she might be asked to prepare a written report, develop curriculum materials, revise a course, and so on). This last step should provide the principal evidence for evaluating the program.

The proposal developed by this committee should be reviewed by the president; if he or she finds it satisfactory, it should then be submitted to the governing board for review and/or adoption.

5. *Seek opportunities and sources of support to help staff become involved in international education.* This responsibility should be assigned to a staff member who is close to the president, effective at the "grants game," and a "hustler." This person should certainly be a member of the committee discussed in guideline 4, if not the chairperson. As mentioned earlier in this chapter a community college that is making its initial move into international experiences for staff development would do well to consider affiliating with an ongoing program rather than starting from scratch with little or no experience.

6. *Publicize the program.* The larger the institution, the more important it is that formal measures be taken to inform staff of the opportunities available to them for using international experiences for staff development. Further, staff need to be informed of the types of recognition given such experiences and why the administration encourages such participation. This rationale should emphasize the value of international experiences as background for curriculum development, as well as for gaining cultural insights, improving teaching skills and competencies, and acquiring teaching and learning resources. Publicity should take several forms, including announcements at meetings, in-house newsletters and reports, and special brochures. Oral reports by those who have had successful experiences are among the most effective methods of publicizing a program that is underway.

7. *Keep the governing board informed of the program's progress.* One of the best ways to do this is to have staff members who have participated in international experiences report to the board in person. This is especially effective during the early stages of a program's development, when some board members may have reservations. The same is true when changes occur in board membership.

potential problems

A community college that follows the preceding guidelines in using international experiences for staff revitalization can still experience problems. For example, the program may be slow in getting underway. This can happen for a number of reasons. For instance, too much may be expected too soon and/or too much may be attempted. This problem can be largely avoided if goals and priorities are established at the onset. Undue administrative concern over difficulties can also be a problem, resulting in undue caution and restrictions being placed on those who participate, especially in the case of exchange programs. Getting the president and other top level administrators, as well as members of the governing board, involved in international experiences will do much to resolve this problem.

Those who participate in programs abroad may be a source of problems themselves. Some people, unfortunately, are unable to adapt to new cultures, educational philosophies, and/or living conditions. Every effort should be made to limit the participation of such persons, at least initially. This is not always possible, of course; thus, when they become involved and react negatively to their experiences, their reactions must be kept in perspective.

Unforeseen and unavoidable problems occasionally will occur. For example, participants may become ill or have an accident while abroad, individuals in other countries who agree to make arrangements may not follow through on their commitments, or governmental changes may negate agreements. When these things happen, it is important that a president view them for what they are and view the entire program in perspective.

Failure to commit the proper amount and type of talent and resources to the effort are other causes of difficulty. These difficulties most often result from underestimating what is required to develop and implement an international program for staff development. Proper estimation is not an assignment that can be handled adequately by just anyone. A president who is serious about using international experiences for staff development must be prepared to invest the talent, time, and funds needed to give it a fair chance of success.

implications for action

The illusion that any country or part of the world can exist in isolation from other nations and regions of the world should have been shattered long ago. Yet the actions and attitudes of some individuals in educational institutions at all levels indicate otherwise. Because of the wide diversity of people that it serves, the community college is in a particularly good position to play a key role in educating for international understanding. This can be accomplished, however, only if the faculties and staffs of our community colleges have a much broader background and a greater international understanding than most now possess. Since few additions are being made to community college staffs these days, the job must be done primarily by these already employed—and that calls for imaginative and effective staff development programs. Institutions that want to utilize the international approach to staff development face a great challenge, but the benefits are many and, as is becoming increasingly clear, well worth the effort.

Raymond E. Schultz is professor of community college education at the University of Arizona and former director of international programs for the American Association of Community and Junior Colleges.

Roland Terrell is district director for staff and program development and international education at Florida Junior College at Jacksonville and former president of The National Council for Staff and Program Development.

Community colleges must reexamine their responsibilities to foreign students if they are to ensure a quality educational experience to this growing constituency.

institutional responsibilities to foreign students

thomas j. diener
lornie kerr

Although few two-year institutions enrolled any foreign students until this decade, hundreds of U.S. community colleges now serve thousands of foreign students; Miami-Dade Community College in Florida leads the entire postsecondary education community in the enrollment of students from other lands. When did this happen? And why? First, the emergence of community colleges in this country as a major sector of postsecondary education established a vast new learning network. From a few hundred colleges in the 1920s and 1930s, often small and rural, these institutions grew to over a thousand in number in the 1960s and 1970s, providing educational opportunity to virtually all citizens in every state in the Union. The variety of programs available also grew during this period. No longer did the two-year college largely provide the first two years of a four-year college program. No longer did it serve only students intending to transfer to a university. No longer did it promote only liberal arts education. The comprehensive community college—one capable of offering general education *and* career programs for those students wanting employment in mid-management or technical positions—became the dominant model in the post-World War II era. At the same time the community college enlarged its mission to include serving the many students who were educationally disadvantaged—those not immediately able to succeed in postsecondary course. The development of basic academic skills programs and special counseling, career advisement, and placement services became a significant objective of many community colleges.

Second, while all these developments were falling into place in this country, our world was experiencing great change, too. The Third World countries of Asia, the Middle East, and Africa became increasingly important as a force in world affairs. The developing countries fixed their sights on industrialization and mechanization. Their people increasingly left the farms and villages seeking better jobs and higher wages. Their national manpower requirements began to include more and more mid-management and technician-level workers. Demands for education increased dramatically. And in other countries, a rising level of personal wealth permitted more and more individuals and their families to consider advanced study at home and abroad. Thus, both individuals and governments, especially in the Third World, began to look externally for educational opportunities. To a large extent, those looking for such educational services looked to the United States with its ever-widening reservoir of low-cost educational services and programs and its array of career development options dispersed throughout the nation in community and junior colleges.

The result of all this has been an upward surge of enrollment in U.S. community colleges by students from many countries around the world, especially the Third World. Latin America, the Near and Middle East, Africa, and the Far East send large numbers of students to the U.S. In 1976-77, Cuba, Iran, Vietnam, Saudi Arabia, and Mexico were major suppliers of students to U.S. community colleges. During 1978-79, more than 1,200 Nigerian students studied on our community college campuses under the aegis of the Agency for International Development.

Uncertainty about both definitions of what constitutes a foreign student and the accuracy of current surveys still casts some doubt on the exact numbers of foreign students in U.S. community colleges. But the trend is unmistakably toward more. Foreign students were first reported to be enrolled in U.S. community colleges in any sizable numbers in 1968. Ten years later, estimates indicate a range of between 58,000 and 68,000. That figure includes visa holders, refugees, and immigrants. Excluding immigrants, the figure is probably between 31,000 and 36,000. The total population of foreign students in U.S. higher education was estimated to be 203,000 in 1976-77.

Foreign student enrollment, as well as the presence of immigrants and refugees, has had a notable impact on programs and services offered by community colleges. Subsequently, many colleges are asking, "What are institutional responsibilities to the foreign students?"

why serve foreign students?

Why should U.S. community colleges be interested at all in having foreign students in their midst? After all, with students coming from countries with different languages, customs, dietary habits, and attitudes toward work and study; with the problems associated with immigration regulations and authorities; with the omnipresent issue of financing a college education—community colleges are bound to encounter many problems and issues in dealing with foreign students. So why serve them? That is a reasonable question and one worthy of a thoughtful answer.

One of the greatest values of serving foreign students is enlightened self interest. We, as U.S. citizens, have much to learn from citizens of other cultures and nations. Ours is no longer a world of isolated nations. Indeed, quite the opposite is true. The world and its peoples are being made more interdependent whether or not we want or particularly like this condition. In trade, commerce, diplomacy, finance, and communications, an awareness of the importance of worldwide relationships and responsibilities is thrust upon us. As a nation, we must be able to respond to an expanded and worldwide agenda of human needs.

The community college is fast becoming a major supplier of educational services to adults in this country. The factory worker, the retiring kindergarten teacher, the out-of-work cab driver, the housewife—all these and literally millions of other adults look to community colleges each year for intellectual stimulation, development or polishing of job skills, career advisement, and ways to contribute to their personal growth and to that of their communities. The presence of foreign students on community college campuses has great potential for the American people. United States citizens have an important resource in their own communities through which to learn about other people, their nations, their attitudes and styles of life, and their views of world and national affairs. Foreign students present a vital living curriculum. They can help us see points of view other than our own, expand our own horizons, challenge our values, and stimulate our minds and hearts.

We benefit in many other ways as well from having foreign students in our midst. They are, after all, tuition-paying students who generate business where they live and study. Some see opportunities for developing warm, personal, and lifelong friendships with persons from other cultures. Some speak of the great ideals of "increasing international understanding" or "creating a world view" for all people. But most will agree that foreign students in U.S. community colleges contribute to these objectives: (1) educating individual students from around the world and providing useful knowledge, skills, and attitudes; (2) assisting other countries in their drives for further development; (3) strengthening the educational programs and experiences in U.S. community colleges; and (4) continuing the commitment to mutual understanding among all peoples of the world.

problems of educating foreign students

Enrolling foreign students in any community college will quickly bring to the forefront a series of problems and concerns. Heading almost everyone's list is the issue of English proficiency. To what extent should institutions admit foreign students whose English skills are limited? On what basis should an admissions judgment or placement in a specific program be made? What obligation, if any, does an institution have to provide training in English as a foreign language? Adequate use of the English language is so fundamental to all educational studies that both foreign students and community college faculty are unanimous in stressing its importance; inadequate English proficiency is considered a major problem by both groups.

Another major problem involves finances. How will the foreign student pay for his or her education? Issues related to rates of currency exchange, difficulties in transferring money from one country to another, misunderstandings about the frequency and amount of payments—all these and more cause financing of a college education to rank high on most lists of critical issues in international education.

The recruitment, selection, and registration of foreign students also create a variety of concerns. Foreign students are often unacquainted with U.S. higher education, its forms, and its necessary procedures, and they often know little about the community college as an institution. Lack of understanding of an institution and its programs creates many problems for foreign students both before and after enrollment; unfamiliar or unexplained selection and registration procedures are often a source of irritation or worry as well. Providing adequate, accurate, and timely information about the institution and its programs can be difficult enough in this country; preparing materials for distribution abroad (and ensuring that they are in the appropriate locations at the appropriate times) calls for an unusual measure of diligence and persistence.

Academic advising is a problem for some students and institutions. The strictures of certain curriculums (prerequisites, for example, course sequences, and general education requirements), often combined with some language difficulties, make this an area of tension and concern. Coordinating transfer requirements and articulating them to both students and four-year institutions are additional areas of concern. Other problems for both students and institutions arise in such areas as student activities, social and personal relationships, living and dining arrangements, orientation programs, health services, religious programs, and the frequency and types of involvements with community agencies and persons.

Research findings indicate that these problems afflict students in rural as well as urban settings and that they have about the same impact on newly arrived students as on those who have been on campus for a year or more. However, students in institutions enrolling twenty-five or fewer foreign students seem to have more problems than do those in institutions enrolling larger numbers. Such problems are not easily solved. A carefully designed academic and nonacademic orientation should be developed by each institution to alleviate their potential harm.

institutional responses

How can an institution prepare itself to serve foreign students adequately? First, the commitment of the institution to international education must be established and articulated. The commitment should include policy statements developed by the governing board of the college (and by the appropriate state coordinating body, if possible). Governing board statements should speak to the rationale for international education in community colleges generally and to the institution specifically. Within that context, board statements should identify the unique role of foreign students on an institution's campus and specify principles and concepts that impel the college to develop and implement a foreign student program and second, the administrative staff and faculty should develop specific policies and procedures, services, and programs that in effect answer the challenge laid down by the governing board. After appropriate discussion and approval by the college community, these policies and procedures should be written out and issued in official documents of the institution, such as faculty and staff handbooks, catalogs, and college operating procedures.

Following this sequence will help ensure that all sectors of the college agree with these policies and are cognizant of the basis on which the institution builds its programs and services for foreign students. It will lend credibility to efforts to secure community support for such a program. And it will undergird efforts by the administration and by the teaching and counseling staffs to direct financial resources to services for foreign students.

institutional responsibility

Several elements of institutional responsibility should be considered by each college as it responds to the mandate of its board to serve foreign students:

1. The staff development program should be examined to determine what and how it might contribute to sensitizing, training, and assisting faculty and staff to understand and meet the special needs and concerns of foreign students. Policies should be developed regarding appropriate staff involvement in state, regional, and national associational activities related to international educational exchange.
2. Accurate and complete information about the college, its programs, its supporting community, the nature of its student body, and services such as health, housing, financial aid, and assistance in English instruction should be made available to students prior to admission.
3. The college should decide whether or not it can continue an open door admissions policy; generally, that policy should be modified for foreign students. Indeed, the institution may not only specify levels of language and other skill competencies, but it may establish enrollment limits by country or by world area to better ensure a diverse foreign student representation within the college.
4. The college should review a prospective student's application and desired program of study to determine whether or not the appropriate curriculum and services required to successfully serve that student are available at the college.
5. English proficiency should be made a condition of admission and should be measured carefully according to established guidelines. Community colleges should admit only those foreign students whose competence is established or for whom the institution is prepared to provide English instruction and suitable developmental work.
6. The student's financial resources should be assessed as a condition of admission to determine whether he or she is able to cover the cost of the entire program of study being proposed. The college should provide the applicant with a carefully prepared and detailed

estimate of the costs he or she will encounter while studying in the United States. A signed and certified financial resources statement should be obtained prior to issuing a Form I-20(F) or Form DSP-66(J) (which are used to obtain student visas and exchange visitor visas, respectively) since the institution must certify that it has checked and verified the student's source of financial support.

7. Counseling is a unique function that should be provided to foreign students by staff who can competently advise either about the college and its curriculum and support services or about personal matters. The adviser to foreign students should be the person primarily responsible for their academic and personal counseling; he or she must have technical competence in dealing with immigration regulations, an understanding of the role and objectives of international educational exchange, and a knowledge of the community resources available to assist with developing a foreign student program.

8. Health information and care of foreign students and their dependents is a vital function of the college. Health and accident costs and coverage during enrollment, advice on preventive health measures, as well as guidance on physical and mental health care facilities and procedures are necessary ingredients of a comprehensive health program. Community colleges should require foreign students to have health and accident insurance, especially as a condition of continuing enrollment.

9. Housing may be provided by the institution in its own residence halls or, in many instances, the community college may assist the foreign student in finding suitable off-campus housing. Foreign students and their families should have both preliminary assurance that adequate housing will be available upon arrival and a clear understanding of what the housing arrangements will be. The quality of life for many foreign students is most immediately affected by housing arrangements, including of course, the possibility of living with local host families for periods of time. The college should give special attention to this dimension of a student's life in the United States.

10. Curricular involvement of foreign students requires careful planning by the institution. In many cases, the foreign student can be an important resource for enriching the instructional program of the college. Faculty may wish to involve such students in class presentations and special classroom experiences, as they will have expertise that can be beneficial to the instructional program. Care must be taken, however, not to exploit the student; ways should be devised to make any classroom or social activities mutually beneficial.

11. Community involvement provides a splendid way to share the talents and insights of foreign students with the larger constituency

of the college. The college should look for opportunities to allow foreign students to spend time in the homes of families and to become familiar with local agencies, businesses, and industries. It should also encourage and support the formation of a local community volunteer group that can assist the institution in developing community-related programs. Such programs can both provide community enrichment for foreign students and bring an international dimension to the community.

12. Follow-up on foreign students and their experiences in community colleges is rarely pursued. How well are foreign students succeeding on the job? As a student (if they have transferred to another institution)? What impact are foreign students having on United States students, faculty, curriculums, and communities? To what extent is the mandate of the governing board being met? Which elements of programs and services for foreign students are most successful? Which are deficient? Why? Answers to these questions are basic to program assessment and modification, as well as to the improvement of an institution's services for foreign students.

13. Advocacy of effective programs and services for foreign students in community colleges is essential if educational and political support is to be maintained or enhanced. Governing boards, administration, and faculty together should plan a systematic approach to presenting the case for foreign students to the local community, to state community college and political leaders, and to appropriate agencies (such as the American Assocation of Community and Junior Colleges and the National Association for Foreign Student Affairs) at the national level.

14. Participation in area, regional, or national consortiums of community colleges or universities whose programs and activities support and strengthen the institution's own services should be explored carefully.

Thomas J. Diener is director of the Institute of Higher Education Research and Services at the University of Alabama and a member of the AACJC/NAFSA Liaison Committee.

Lornie Kerr is dean of student services at Northwestern Michigan College and has served as a consultant to several international education agencies.

If the open door admission policy of community colleges is to really open doors to higher education, the colleges must provide the instruction necessary for students to develop proficiency in English.

teaching English as a second language

piedad f. robertson
john h. rogers

During the past fifteen years, there has been a steady upward trend in the enrollment of international students in our two-year colleges. As a result, as Lorenzo Middleton (1978, p. 4) states, "according to a report from the Center for the Study of Community and Junior Colleges, enrollments in English courses [at two-year institutions] for foreign students increased by 84.3 percent in two years, with a total of 5,302 students enrolled in English coures in 178 colleges surveyed in the spring of 1977." These new constituents have had many positive effects on the colleges; but they have encountered difficulties not previously experienced as well. The most serious, far-reaching, and worthy of our concern among these is the problem of acquiring sufficient skills in English to succeed in an academic environment. Many foreign students who have experienced difficulty during their first year of academic work in the United States indicate that inadequate preparation in English contributed substantially not only to their lack of academic success but also to problems they encountered in acculturation. It is therefore of utmost importance that institutions accepting international students recognize the students' needs for adequate advising and orientation to the college, the community, and American customs and traditions, as well as for instruction in English usage. The problem of acculturation is a two-edged sword; it handicaps not only international students but also the faculty and the other students who have contact with them. Colleges must be aware of cultural differences and develop programs to help staff and students understand and be sensitive to other cultural patterns. They must staff these programs with adequately trained professionals and evaluate them on a regular basis to determine their success in helping foreign students adapt to higher education in the United States.

establishing an English language program

International students may receive any number of years of English language training in their home countries; but experience indicates that, in many cases, such training does not bring students to the level of English proficiency required to successfully engage in academic pursuits in the United States. An English language training program is therefore necessary wherever international students are admitted for college work. The kind of program chosen will depend on the admission standard established by the college, the economic feasibility of the program for the college, and the availability of trained professional staff. It should provide instruction as needed in speaking and listening, reading, writing, and structure of the language. Although each of these skill areas is distinct and must be taught separately, a good curriculum reflects their interrelatedness and the value of reinforcement from class to class. Because of the unique nature of language study, classes must meet frequently for relatively short periods of time. The ultimate goal of any such program must be to enable the international student to function in English both in the college setting and in the community.

Program Options. Colleges wishing to implement an English language program have three basic options; the kind of program chosen both depends on and affects the admission policy of the college. For example, implementing an *intensive* English program on the campus will enable the college to admit students with zero English proficiency. An intensive program, by National Association for Foreign Student Affairs (NAFSA) definition, provides a minimum of twenty hours a week of supervised instruction, of which at least fifteen must be classroom language instruction other than language laboratory. The total program should provide a minimum of 100 hours of classroom language instruction. Generally an intensive program should provide 200 to 300 classroom hours rather than the minimum. An intensive program should provide classes structured in such a way as to recognize (1) the separable features of language skills and (2) levels of proficiency (National Association for Foreign Student Affairs, 1977).

A *semi-intensive* program requires that students meet some standard measurement of English proficiency before they will be admitted (based on the Comprehensive English Language Test (CELT), the Test of English as a Foreign Language (TOEFL), the American Language Institute of Georgetown University test (ALIGU), or the Michigan Test of English Language Proficiency). This kind of program fulfills all the requirements of an intensive English program except that it should provide at least ten hours a week of supervised instruction other than language laboratory, and a total minimum of sixty hours of classroom instruction. Again, a good program will generally provide 100 to 200 hours rather than the minimum (National Association for Foreign Student Affairs, 1977).

A third kind of program that can be implemented (called the *developmental* or *support service* program) combines an interrelated series of support services and requires a much higher level of English proficiency as a condition of admission; such a program could offer developmental help with reading, writing, and listening skills. Since the educational systems in most other countries are more structured than they are in the United States, it is recommended that students attend a college that has a developmental program if they score between 450 and 500 on the TOEFL. Attendance is required in both intensive and semi-intensive programs, but it is up to the students to avail themselves of the opportunities provided by developmental programs. In many cases, a good developmental program in ESL may be the best approach a college can provide during a time of limited funding. Furthermore, many students who score 500 on the TOEFL and *speak* fluently need to improve their reading and writing skills before they can hope to sucessfully compete in academic areas with native speakers of English.

The cost involved will, in some cases, affect a college's program choice. Intensive programs require financial commitments not only in terms of hiring qualified full-time faculty, but also in terms of providing materials and equipment, including both software and hardware, for classroom and laboratory use. Developmental support services, however, usually exist on campus and can easily be adapted to the needs of international students.

If the open door admission policy of community colleges is to really open doors to higher education, the colleges must provide whatever English language programs are necessary for students to develop proficiency in English. Should the college be unable to adequately fulfill a student's needs in terms of English language instruction, that student should not be admitted until he or she has demonstrated his or her attainment of the level of English language proficiency required by the college. If the college wishes to admit students conditionally because of lack of adequate language skills, such students may be referred to an English language institute in the area, in such cases, the college has an obligation to thoroughly investigate the institutes it recommends. Admitting international students solely to increase enrollment, however, is unfair both to the student and to the institution. No specific quotas are recommended, but an appropriate cultural balance should be maintained through judicious admission practices so that no single culture becomes dominant in the college setting. The danger of enrolling a large number of students from one cultural background lies in the fact that these students will tend to cluster, use their own native language, and thus reinforce their cultural patterns. When this occurs, the effectiveness of a college experience in a foreign country for international students is greatly jeopardized.

Staffing. All professional staff involved with international students, from the admissions officer through those teaching ESL courses and counseling, must have a thorough knowledge of college policy and programs, a clear understanding of Immigration and Naturalization Service regulations, and adequate professional preparation. Each ESL program is administered by one person whose primary responsibility is to the program and who has background and training or experience in the administration of ESL programs. ESL faculty must be selected on the basis of linguistic training, knowledge of English, and personality. All too often, ESL courses are staffed by faculty with no ESL training or experience solely to fulfill a sudden need resulting from unexpected program expansion. A background in basic linguistics is essential if the instructor is to teach effectively; since the task of the ESL instructor is to teach students how to use the English language, how to function in an English-speaking society, and how to profit from classroom work taught by native speakers; he or she obviously must have native competence in English and should not need to resort to translation as a teaching technology. Many native speakers of English are so unfamiliar with the structure of English that they believe it to be a "difficult" language when, in fact, English as a second language is easy to learn because it has a regular and predictable structure. Unfortunately, many otherwise excellent teachers, expecting English orthography to be merely a guide for pronunciation, miss this point. The attitude of the instructor toward his material is critical, because students will sense immediately if an instructor is unsure of his or her facts or feels that the goals of the class cannot be reached by the students.

international student advisers

Language programs cannot occur in a vacuum; they must be part of an integrated plan for international education. Of utmost importance is the role of the international student adviser, the staff member responsible for coordinating the federal government's issuance of all immigration documents, arranging reasonable and realistic class schedules for the student with less-than-native language ability, and providing help in personal crisis situations. The international student adviser should have counseling skills and must develop a rapport with the students. Some ESL programs are full-time, and international students interact only with program faculty and staff. However, part-time ESL programs must be able to depend on the support of international student advisers, who should counsel students enrolled in ESL courses in selecting other course work; it is unrealistic to allow beginning international students to advise themselves or to enroll in courses that require heavy reading, hours of study, or laboratory work. On campuses that have no dormitories with support services, international student advisers will need to develop community contacts that can provide students with home-stay possibilities and opportunities to establish long-term social relationships.

International student advisers should also help international students develop a sense of identity by exploring ways for students to become acquainted with other students and by programming intercultural activities. These advisers not only serve as sources of practical information about the campus and the community, but they must also provide liaison between international students and the faculty, the members of the community, and the student body. In order to facilitate all these activities, they should develop an orientation program; which may be an ongoing experience involving all areas of the college or a series of workshops held prior to registration.

placement

Four excellent, nationally recognized placement tests have been mentioned in this chapter—TOEFL, ALIGU, CELT, and the Michigan Test of English Language Proficiency. Each of these is available commercially. The TOEFL can be taken prior to admission at testing centers either in the home country or in the United States. A complete listing of these centers and their testing dates is available through the TOEFL Office, Educational Testing Service. A form of the Michigan test may be acquired by any college and administered by its testing department. Any college may also ask the testing and certification division of the English Language Institute at the University of Michigan to authorize administration of a secure form of the Michigan test to specific applicants. The Michigan test evaluates reading and writing skills, comprehension of structure, vocabulary, listening, and speech. Proficiency scores from this test that are more than two years old should not be considered.

Some colleges might want to develop their own measuring tools for use on students' arrival. However, a word of caution is in order. Proper test development is based on experience and a thorough understanding of linguistic principles. It is a common failing of inexperienced faculty and administrative staff to evaluate a student's proficiency solely on his or her conversational ability or his or her writing skills. Testing oral ability is a highly developed skill in itself; a great deal of experience in the use of sophisticated conversational techniques is required in order to determine students' strong and weak areas.

The individual colleges must determine, on the basis of the language program available, the minimum acceptable score for any of the English proficiency tests. Proficiency scores should be interpreted in light of students' other documents, their language backgrounds, and their intended fields of study.

evaluation

Exit objectives for ESL courses must be established at the beginning of the program so that both students and faculty are aware of the goals that must be achieved in each course. The ESL classes should provide a nonthreatening learning situation for the international student, but their ultimate goal must be linguistic independence. In order to maintain quality and strengthen programs, it is urged that colleges continue to monitor regularly—throughout their academic careers—progress of students who have completed ESL programs. Such monitoring should allow international student advisers to determine when student difficulties are language-based and when they are not.

technical assistance

Technical assistance in all areas of international education is available on both national and regional levels. The National Association for Foreign Student Affairs (NAFSA), located in Washington, D.C., publishes an excellent series of guidelines for administering all aspects of international education—advising, community service, ESL programs, and so on—as they apply to both foreign students in the United States and American students abroad. The NAFSA also has a free consultation service and provides (through its field service program) in-service grants to allow newcomers to the field to attend conferences, hold workshops, and observe established programs. The Teachers of English to Speakers of Other Languages (TESOL), located at Georgetown University (Washington, D.C.), is a resource for ESL and bilingual education, and it publishes a scholarly quarterly that provides information on the most recent research, techniques, strategies, and materials in the field. Both organizations hold annual conferences in the spring and provide in-service training through local or regional groups. Other valuable resources are the Society for Intercultural Education, Training, and Research (SIETAR), Georgetown University, and the Experiment in International Living, Brattelboro, Vermont.

conclusion

There is no "ideal" English language training program that should be imitated. Each college knows its own community, its financial and academic resources, its educational goals, and its student population; on the basis of these factors, each college can develop a unique program that will best fulfill its needs. Nevertheless, certain elements are essential to the development of any such program, regardless of the school's needs. Among these are:

1. an admission policy that clearly states the institution's requirements;
2. an English language program design that is commensurate with the college's admission policy;
3. on-site testing of students for placement in ESL programs;
4. the establishment of exit requirements for ESL courses that ESL students must meet before enrolling as degree candidates;
5. Financial and academic commitments on the part of the institution that allow for the employment of qualified ESL instructors and a foreign student advisor.

Average class size in ESL should not exceed seventeen students. No such limits, however, need be imposed in laboratory classes or in individualized instruction programs.

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Piedad F. Robertson is assistant to the president at Miami-Dade Community College, Florida, and serves as consultant for the National Association for Foreign Student Affairs in matters relating to teaching English as a second language and community college education.

John H. Rogers is director of the intensive English program at the University of Miami, Florida, and serves as consultant for the National Association for Foreign Student Affairs in matters relating to teaching English as a second language.

Nations throughout the world are responding to growing demands for postsecondary education by developing new short-cycle institutions related in various ways to the community college concept.

world adaptation of the community college concept

frederick c. kintzer

Nations in all corners of the inhabited world are rallying to meet the burgeoning demands for postsecondary education. These efforts frequently include the development of new institutions now recognized as short-cycle colleges. Called regional colleges in Norway, *Više Škole* or higher schools in Yugoslavia, colleges of further education in Britain, regional technical institutes in Latin America, and community colleges in the United States, New Zealand, and Western Canada, these institutions are assigned educational objectives that, at least in part, traditional universities are incapable of or are not interested in providing. Most popular and effective among those objectives is serving manpower needs at low cost to both the country and the student. Some short-cycle institutions address the traditional objective of preparing students for the university by offering the first segment of long-cycle (baccalaureate) education. More recently, others have joined American community colleges in a community services mission, as well as a community or regional development responsibility. A few of these institutions, such as the French University Institutes of Technology, are actually called universities, and some, such as the Colleges of Advanced Education of Victoria, Australia, offer baccalaureate and advanced degrees. However, nonuniversity components (such as regional relationships and decentralized governance) are invariably present.

types of short-cycle institutions

Diversification is the key word to describe international short-cycle development. Four types of short-cycle institutions are identifiable. The first two—*comprehensive* and *specialized*—are characterized primarily by their programmatic elements. The third and fourth types—*binary* and *dual*—differ from the first two principally in their organizational features.

Comprehensive. The American community college, with its diversified programming and clientele, is the obvious prototype of the comprehensive model. Closely linked to universities through a credit transfer relationship, these new institutions provide the short-cycle portion of long-cycle, career, and, in some national settings, adult education. The regional colleges in Norway and the single short-cycle institutions in New Zealand (Hawke's Bay Community College) and Australia (Darwin Community College) all maintain comprehensive curriculums and therefore enroll both career-oriented and university-bound students. Close relations with their respective communities further characterizes these institutions. For example, the college at Darwin, serving the entire Northern Territory of Australia, offers a full range of courses and activities and opens facilities to the public on its six campuses and at Alice Springs Community College. Short-cycle institutions in Quebec called colleges of general and vocational education, offer two-year university preparatory degrees, paraprofessional and vocational training, and adult education. Similar to our upper-level universities and colleges, Quebec universities have become tertiary and graduate institutions. Regional colleges recently established in several sparsely populated areas of Israel also offer academic and occupational education. They are university-sponsored and are therefore administrative units of the national university.

Specialized. Virtually all nations of the world are now relying heavily on institutions concentrating on single technologies to supply manpower needs. With a few notable exceptions, these schools have little if any linkage with national university systems and few of the ties to the community that characterize American community colleges. The regional technological institutes (RTIs) found in most states in Mexico and Japan's junior colleges are clear examples of specialized short-cycle institutions. The Mexican RTIs are responsible for manpower training indigenous to the region or state; controlled by a centralized bureaucracy, they, like most short-cycle institutions, continue to be viewed as second class. The Japanese colleges, while performing an important manpower specialist training function, suffer a similar reputation.

Several southeast Asian nations have also launched specialized-type institutions. In Taiwan, for example, two junior technical colleges offering three- and five-year programs prepare their students for occupations in government and industry; some graduates of these colleges transfer to the recently established National Taiwan Institute of Technology. Singapore trains its technicians at two technical institutes and a single polytechnic. Six junior university colleges in Sri Lanka functioned for a period in the early 1970s as technical institutes (with four required general studies) until closed by the opposition political party. Although they were not included in the original plans, possibilities for credit and course transfer were being explored. As is typical in southeast Asian societies, the notion of community involvement was not understood by Sri Lankans and was therefore not implemented by the government that created the junior university colleges.

Additional examples of the specialized short-cycle model are found in the African nation of Tanzania and in the People's Republic of China. Two Tanzanian colleges offer a wide variety of career education courses, including a three-year technician's degree that leads directly to employment. In mainland China, short-cycle specialized education has proliferated in response to industrialization, rapidly increasing numbers of secondary graduates, and a lack of university accommodations. Having little or no connection with universities, short-cycle schools there appear to be responsive to local manpower needs and concentrate on single work-preparation courses.

Upper-secondary schools in the Soviet Union specialize in university preparatory curriculums. These schools offer the most direct route to universities, and their curriculums—which are largely academic—are more rigorous than are those offered in the Soviet general education secondary schools. Because of this preparatory function, Russian writers often compare Soviet upper-secondary schools with American community colleges.

Binary. British further education schools and Australian colleges of advanced education are classified as binary short-cycle institutions because postsecondary education in both nations is sharply divided into two separate sectors: (1) academic and theoretical universities and (2) practical and professional schools. Course and credit transfer is virtually nonexistent, but both sectors offer postgraduate education. Some attempt is made both in the British schools and in the Australian colleges to relate to communities through programmatic advisory councils in advanced technologies, and in both nations the founding initiative comes from local units rather than from the central government; however, the two postsecondary systems remain primarily aloof from community involvement. British further education schools are now entering the adult education arena with both credit and noncredit programs.

Dual. In sharp contrast to Britain and Australia, Yugoslavia and several South American nations combine short- and long-cycle higher education into single organizations called university faculties. Because of recent provincial legislation, most of the two-year colleges in Yugoslavia, known as *Više Škole,* are destined soon to become automatically affiliated with appropriate university faculties. Developing as a result of economic constraints and quality control concerns, this amalgamation is both programmatic and administrative; loss of *Više Škole* identity will no doubt result. This dual system incorporating short-cycle technical programs within traditional universities also characterizes the postsecondary systems in Chile, Venezuela, and Colombia. After a decade of substantial progress, the regional colleges of Chile became university centers and then regular university campuses. In Venezuela and Colombia, middle-manpower programs are found in colleges or institutes as well as in universities.

The French University Institutes of Technology, as the name implies, function as upper-technician-level training schools that offer two-year curriculums leading to enrollment in university programs. These schools are generally regarded as university-level institutions. Some now belong to recently formed multidisciplinary, decentralized universities. Similarly, educational reforms in West Germany have introduced a blending of university- and nonuniversity-type institutions. The resulting *Gesamthochschulen* are beginning to offer a diversity of academic and vocational curriculums for adult part-time students.

shared short-cycle characteristics

While short-cycle higher education is not antithetical to the prevailing postsecondary national system, the new colleges and institutes share certain characteristics that are ordinarily lacking or underdeveloped in universities. Four will be briefly outlined here. A fifth quality—low cost—may well be more a hope than a reality.

Manpower Training of Paraprofessional Specialists and Workers. Emphasis on technology training, particularly at the midmanagement or middle-manpower level, is probably the foremost feature of short-cycle higher education. It had a dramatic effect in countries that were devastated by World War II, where teachers for the primary grades and skilled workers were desperately needed, and today the pressure for more technicians in industry and government continues in developing countries. The lack of middle-level manpower specialists has resulted in a type of "brain drain" that newer nations can ill afford—the assignment of technician or paraprofessional duties to professionals, particularly those in health and agriculture fields. Governments are turning more and more to short-cycle education to fill the gap.

Open Access and Greater Equality of Opportunity. Demands for postsecondary education, escalating in the late 1960s and early 1970s, were generally vocalized by leaders of denied groups. National governments responded with alternatives to the traditional university. Alternative systems were created or expanded first where mass secondary education was most highly developed. Both rich and poor nations were pressured. For example, approximately 20,000 Colombian secondary school graduates applying for further education in 1973 could not be accommodated. And in Tanzania, only one sixth of the students who fulfilled all secondary requirements were allowed to take the National Polytechnical University entrance examination. Expanding postsecondary opportunities thus became a uniform goal for short-cycle institutions.

Regionality and Decentralized Decision Making. The determination to regionalize and decentralize postsecondary education is most pronounced in egalitarian nations where demands for equal opportunity, greater program relevance, and diversification of services are most persistent and determined. Decentralizing means transferring more decision-making power to local authorities and strengthening the influence of institutional employees on operational matters. Countries developing regional and decentralized short-cycle systems (such as Norway) are now searching for a fine balance between local autonomy and national coordination.

Innovation and Student Centeredness. As experiences in certain national settings indicate, short-cycle systems have become leaders in innovation in an otherwise elitist and traditional higher education-society. Short-cycle institutions often assume responsibility for changes in curricular planning, teaching methodology, evaluation, and decision making (although they are partially attributable to new energetic and dedicated educators and politicians). The regional colleges of Norway have established interdisciplinary courses and, in some cases, reached transfer agreements for such courses with the university system. Students are heavily represented in curricular planning as well as in the day-to-day practical decision-making process, particularly at Agder Regional College in Kristiansand and Oppland Regional College in Lillehammer. Breaks with extreme conversatism—occurring in work-study programs, correspondence courses, part-time and evening study, and testing and counseling—often appear first in short-cycle institutions.

Low Cost. While the new institutions have opened opportunities and diversified offerings to an expanded clientele, they have not uniformly shown lower operating costs compared with national universities. Governments are encouraged to initiate cost-benefit studies as soon as comparative data can be isolated.

international illustrations

The following brief sketches of short-cycle institutions or systems of institutions have been prepared by scholars and leaders in the field; they outline short-cycle development and point toward implications for action in American community colleges.

Japanese Junior Colleges. The Japanese junior college is a by-product of post-World War II educational reform. American junior college educator Walter Crosby Eells, who served as advisor on higher education to the Japanese government during the occupation period, was instrumental in promoting the junior college concept. Although not accorded full legal status until 1964, the first junior colleges were founded in 1950. Today, Japan supports approximately 515 two- and three-year junior colleges enrolling 374,244 students.

Despite early American influence, the contemporary Japanese junior college bears little resemblance to the community college in the United States. In the first place, 84 percent of Japan's junior colleges are privately controlled; the remaining 16 percent fall under the aegis of national or local governments. Secondly, although they are separately chartered institutions, many junior colleges are affiliated with high schools or universities. The large majority are located in urban areas. Most have dormitory facilities, although many students commute. Enrollment at individual schools is small, averaging 725 students. And more than half of all faculty teach part-time.

Acceptance into Japanese junior colleges is based on an entrance examination. Approximately 91 percent of all junior college students attend privately controlled institutions. The majority of these students (88 percent) are women; in contrast, women comprise only 22 percent of all university students in Japan. Among women junior college students, 31 percent major in home economics, 28 percent in teacher training, and 23 percent in the humanities. Graduates of teacher training departments qualify to teach at the nursery, kindergarten, and elementary levels. Among men students, technical programs are the most popular. Both day and evening programs exist, but nearly all women students (97 percent) attend the former. Approximately half of all male students are enrolled in government-sponsored night schools. Only 3 percent of 1977 graduates transferred to four-year colleges and universities, and 71 percent entered the work force.

Junior colleges play a clearly defined dual role within Japanese society. They provide short-term (1) general higher education programs for women and (2) specialized terminal career-oriented programs for men. Japan also has a network of sixty-five five-year technical colleges serving 46,762 students. These schools provide the equivalent of three year of high school and two years of junior college education in the United States (see Totero, 1975).

India's Community College Movement. Many countries today are developing new community-based, short-cycle institutions devoted to education for personal development and community renewal. One such effort was launched in India at Delhi University with the opening of the College of Vocational Studies in 1972. The declared purposes for establishing the college were (1) to bridge the gap between static university education and the changing social environment, (2) to successfully interweave general and work-oriented education, (3) to diversify education with a view toward providing not only knowledge but also some skill that may lead to gainful employment in middle-level occupations, (4) to relate classroom experiences to practical work experiences, and (5) to involve trained professionals in designing and preparing curriculums. The long-term objectives are (1) to carry the message about these new plans throughout India, (2) to encourage short-cycle and nonformal education, and (3) to develop lifelong learning and the kind of education that combines the worlds of learning and work. Within the next few years, the college plans to consolidate the study of diversified, nontraditional, and vocational subjects. Another important activity will be training vocational teachers for schools at the twelfth year level. The institution will also attempt to develop resource centers for such training (see Malhotra, 1978).

Community Colleges in New Zealand. When Hawke's Bay Community College began operation in February 1975, it had no detailed blueprint to follow; thus, its director and its community-elected governing council were given considerable freedom in interpreting the provisions of the Education Act. This act stipulated that community colleges initially were to be established in provincial regions not serviced by universities and technical institutes and that they were to be the younger siblings of the technical institutes. The teachers colleges and universities remained as separate systems. Now, several years later, two more new community colleges have been established and one technical institute has been converted. The pattern established at Hawke's Bay has provided a basic stimulus and idea pool for the new colleges, but each will take on its own character in response to the community it serves.

Hawke's Bay Community College provides basic vocational training for various trades and professions as interest warrants. In New Zealand, trade training is restricted to an apprenticeship system; the student must secure employment before training can begin. Engineering (both mechanical and motor), carpentry, electrical wiring, and hairdressing are all taught at the college. Other programs leading to formal qualifications are offered in accounting, management, and secretarial studies. Through cooperation with the appropriate industry training boards, a variety of short, intensive courses are offered in such fields as agriculture, farm servicing, retailing, and food hygiene. Some emphasis is also being given to the in-service training of supervisors.

The courses and seminars offered at Hawke's Bay, taught primarily by part-time employees, are as diverse as are human needs. Some are specifically aimed at the Maori community, which makes up Hawke's Bay's major ethnic minority. A number of seminars and short courses are run in association with other community organizations, and considerable priority is given to providing a format and teaching style appropriate for the community constituency. The community college in New Zealand is not intended to be a junior university nor does it give priority to preparing students for more advanced study. It aims at providing bursts of education throughout an individual's life that are relevant to his or her interests and capabilities at any particular time. Few can afford the luxury of prolonged full-time education; consequently, of the 5,000 or so students enrolled in 1978, only about 200 were full-time (see Harre, 1978).

Darwin Community College: An Experiment in Australian Education. Darwin Community College is located in the remote Northern Territory of Australia. One half of the inhabitants of this region are either Aborigines or migrant residents, and 81 percent of Northern Territory adults have only reached ninth grade or lower at school and hence do not have leaving or matriculation certificates. Approximately 78 percent of these adults have no postsecondary qualifications, and 84 percent of the Northern Territory work force are in clerical, sales, farming, or blue collar occupations. Thus, in order to provide education for such a remote community, the college must cover the full vertical spectrum of programs from subtrade to degree, which results in a wide range of staff originating from many parts of the world. Over ten nationalities are represented. The college was opened in March 1974 but was substantially damaged in December of that year by cyclone "Tracy." Nevertheless, by 1977, ten thousand students were enrolled at Darwin in programs ranging from recreation to full-time academic work.

Darwin is divided into several schools: general studies, including teacher training, anthropology, and sociology; creative and applied arts, trades; technology and science; business and management; and Australian linguistics. The Alice Springs Center is located 1,000 miles from Darwin; other outlying instruction centers include Nhulunbuy, Katherin, Tennant Creek, and Batchelor. One full-time staff member acts as registrar in the smaller centers, operating with locally recruited part-time staff and secondary school buildings. When local support staff cannot be recruited, external studies instruction is provided by Darwin through correspondence notes, tape recordings, and video materials. If not available from Darwin, such instruction is negotiated through other centers, such as the University of Queensland (see Flint, 1978). The greatest problem presently confronting Darwin Community College is obtaining resources. Australia's tight economic situation places severe limitations on the growth of new programs while barely providing for a continuation of those that currently exist.

Norway's Regional Colleges. An understanding of the regional college movement in Norway might be useful for those nations contemplating a similar system. The basic idea is to decentralize higher education throughout Norway. We are concerned about filling undemocratic gaps between districts, generations, and sexes. We are also committed to the notion that regions, districts and local communities should have broad responsibility for planning and decision making in matters of importance to them. When these two ideas are linked, we begin to appreciate the role of the regional colleges. And now, with ten colleges established since the initial recommendation by the Royal Commission for Higher Education in 1969 and four more in the planning stages, we are approaching nationwide coverage.

Regional college curriculums cover a wide range of fields and may be offered either as university-level education programs of one to three years duration or as two- to three-year degree programs that are both vocationally oriented and interdisciplinary. The one-year programs normally fit into a university degree program and can serve as further education for teachers, engineers, and other professionals. The vocational programs vary from public administration (with such subareas as cultural or health administration and urban and rural planning) to programs aimed at educating people for shipping, tourism, the fishing industry, engineering and petroleum development industries, and other vital areas of the private sector. Individual courses or "course packets" are available to part-time students and serve as instruments for recurrent education. Full-time students are free to choose studies that either meet individual needs or match community requirements.

The community orientation of American community colleges is echoed in the district or regional orientation of the regional colleges. A noteworthy trait is that courses alternate between various centers; often as many as six or seven locations are utilized to achieve a maximum of regional coverage. These colleges are also given broad responsibility for adult education on the university level. Many courses for adult part-time students are oriented directly toward practical problems of private and public administration, such as using lay advisory boards and building meeting agendas. Full-time students are expected to enter regional colleges with either a Norwegian *gymnas* matriculation or its equivalent (which would be four years of senior high school plus one year of college in the United States). However, relevant working experience may qualify students for acceptance. Students may earn a general two-year degree or enter programs that are planned as a basis for further study either in Norway or abroad. Completion of a three-year course usually qualifies students for graduate studies in the United States.

Qualification requirements and working conditions for the academic staff are the same as those at university campuses. Much like in the university system, students in regional colleges confer with their professors and decide individually whether the course work should be completed in groups, through lecture attendance, or through individual study. At present, approximately 18,000 (30 percent) of all Norwegian higher education students are enrolled in regional colleges (see Hanisch, 1978).

The Community College Concept in Latin America and the Caribbean. Governments in Latin America and the Caribbean tend to divide their educational objectives into two main categories. On the one hand, they see education as the prime instrument in the overall development of the society. Education is intended to train manpower in the various skills and professions necessary for programs of social and economic development; thus they see education as an investment. On the other hand, Latin American and Caribbean governments also see education as a "good," an end in itself. Viewed in this light, education is more consumption-oriented than investment-oriented; politicians cannot fail to recognize the demand for education by the people who want it for their own individual use or satisfaction. Community colleges are particularly well-suited to the first kind of objective—producing manpower for economic development, especially middle-level or semiprofessional workers. Although most countries in Latin America and the Caribbean are in short supply of professionals, scientists, and technologists, their lack of middle-level technicians, engineering and scientific assistants, and the like has been identified as the major constraint on economic development.

Several kinds of Latin American institutions are very similar to community colleges in the United States, including *colegios regionales* (regional colleges), *institutos tecnologicos* (technical institutes); and *institutos universitarios* (university institutes); their counterparts in the Caribbean are polytechnics and technical schools. In some countries in Latin America (Colombia, for example), the model of the American junior college and community college had a direct influence on the development of the *institutos universitarios,* many of which were conversions of existing institutions. In Barbados, for instance, two postsecondary institutions have recently been amalgamated to form a community college that in many respects resembles the typically American version. However, the association of the English-speaking countries of the Caribbean (for example, Jamaica and Barbados) with the United Kingdom has resulted in the development of postsecondary institutions patterned more on the British model.

With the same intention of providing technician-level and semiprofessional manpower, Trinidad and Tobago have recently established a National Institute of Higher Education, which will rationalize and coordinate all training of midlevel manpower, whether it be in the public or the private sector. There will be many similarities among the specialized training schools of the National Institute of Higher Education in Trinidad and Tobago, the community colleges of the United States, the polytechnics of the United Kingdom, and the *institutos universitarios* of Colombia; they all play basically the same role in their societies—taking charge of training midlevel manpower.

Despite the need for certain types of training that can aid the economic growth of a country, the educational qualifications or certificates earned by such training may not have the same market value, social prestige, or general reception in the society as other degrees or diplomas. This may be the reason why, for example, attempts in Chile in the 1960s to set up regional university colleges along the lines of the American junior and community colleges were converted into five-year academic institutions.

The critical shortages of the intermediate-level manpower, the high unemployment rate, and the lack of postsecondary facilities for masses of eager young people all indicate that there is an important place for institutions like community colleges throughout Latin America and the Caribbean. But the introduction and development of these institutions will be subject to an interplay of elusive factors that influence educational decision making in developing countries (see Alleyne, 1978).

implications for action

The community college concept continues to attract national leaders who are responding to demand for equal access and lifelong learning opportunities, as well as other issues associated with the shift from elitist to mass postsecondary education. Visitors are increasingly seeking advice from American educators, who, despite several decades of progress, still face problems in setting goal priorities, planning and coordinating services, continuing local control, and maintaining financial stability. While individual consultants can and do provide valuable services, consortium efforts by groups of institutions or individuals show promise in planning various kinds of long-term consultation relationships (Shannon, 1971).

Learning experiences are seldom unidirectional; both communicating parties benefit both positively and negatively. Since other chapters of this volume concentrate on American contributions, we shall briefly suggest what the American community college movement can learn from similar efforts in other societies. As short-cycle higher education in other nations matures, observations of new approaches to common problems can be of strategic value to American educators. The British system of part-time, noncampus education, for example, has already influenced the direction of postsecondary education in the United States (as is particularly noticeable in the dramatic growth of external degree programs). We should also study Norwegian attempts to balance the decision-making roles of administrators, faculty, and students (Hanisch, 1977; Kintzer, 1974). And we should give close attention to developments in Canada, particularly the performance-oriented instructional approach called Self-Training and Evaluation Process (STEP) featured at Holland College, Prince Edward Island (Coffin, 1974), and recent events in collective bargaining centered primarily in the eastern provinces (Carrigan, 1977).

The several technical short-cycle institutions in Singapore offer highly developed work-study programs and, perhaps more significantly, provide nonschool youth vocational training outside the university and college system or through adult education delivery systems (Medsker, 1972). The federally funded CETA program is a rough comparison in the United States, but communication between adult education and regular postsecondary state systems is apparently not as flexible.

As described elsewhere in this volume, student and instructor exchange can be a valuable component of the greater responsibility of internationalizing community colleges in the United States. Internationalizing the curriculum is a related dimension of strategic importance. Such revitalization, now well underway, is beginning to return rich dividends as American institutions build multicultural components into a wide variety of offerings. Even a brief on-site overseas experience in short-cycle higher education, if carefully planned, can bring long-lasting dividends. Those wanting to visit a foreign short-cycle system or institution might do well to consider these suggestions:

1. A wide variety of organizations and agencies can help in choosing the nation to be visited and in establishing contacts. These organizations include the American Association of Community and Junior Colleges (Seymour Fersh, director of international services); International Linkages (Fred Harrington, director); the U.S. Office of Education (Edward Meador, director, division of international education); the Institute of International Education (Peter D. Pelham, vice president); and the American Association of Collegiate Registrars and Admissions Officers (Douglas Conner, executive secretary).
2. It is advisable to contact the appropriate desk in the Department of State (Washington, D.C.) for political advice concerning the country to be visited. Ask about any particular problems that you may encounter related to international relations and language requirements. Master a few appropriate words or phrases; people in the host country will respond cordially to your attempts to communicate in their tongue.
3. Overseas inquiries should be directed to the responsible official in the foreign government; indicate your precise intentions, including professional purposes and personal schedule. An exchange of letters or a telephone converation with a governmental or institutional official in the host country is also advisable in order to arrange additional contacts.
4. Colleagues and students at your institution or at a nearby school should be able to offer tips on travel, housing, and touring possibilities.

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Frederick C. Kintzer is professor of higher education and director of the community college leadership program at the University of California at Los Angeles and has served as a consultant in junior college education to Kenya and Ceylon.

Community and junior colleges must explore extensively the dimensions of available federal support if they are to contribute substantially to internationalizing education.

taking the word to Washington

rose l. hayden

All who have a stake in what the federal government of the United States regulates and supports—doctors, businessmen, farmers, labor unionists, and, yes, even educators—attempt to influence the policy-making process and seek legislation and funding favorable to a particular constituency or cause. Deeply rooted in tradition, pressure groups are an inherent part of the American political system, which guarantees people free speech and the right to petition their government under the first Amendment to the Constitution. Although it is often an uncomfortable truth for the more insulated members of the academy, bringing the word to Washington is not only an acceptable and common practice but an expected and essential one. Increasingly, political apathy or innocence on the part of educators buys a one-way ticket to oblivion in what can only be described as the greatest political show on earth—the Washington policy-making arena.

No one can deny that the federal government, despite myths to the contrary in the form of Article X of the Constitution, plays a critical role in virtually all educational areas. Over a hundred categorical programs, administered by more than forty agencies, will distribute nearly $23 billion this fiscal year alone to finance educationally linked projects at all levels. This represents an 8 percent federal share of all educational outlays in the United States.

Naturally, this epic involvement has spawned a host of educational agencies, associations, and institutions that purport to speak for the third of the American population (over 70 million people) that is deeply concerned with and involved in the educational enterprise. In his recent investigation, Stephen K. Bailey (1975, p. 6) notes that "dependent upon definition, there are somewhere between 250 and 300 education associations, organizations, and institutional representatives located in or near the nation's capital." His categorical overview by type of representation includes *umbrella organizations* (such as the American Council on Education); *institutional associations* (the American Association of Community and Junior Colleges); *teachers' unions* (the National Educational Association); *professional, field, and disciplinary groups* (the American Political Science Association); *librarian, supplier, and technologist associations* (the College Entrance Examination Board); *religion, race, and sex representatives* (the American Association of University Women); *liberal/labor lobbies* (the AFL/CIO); institutions and institutional systems (the New York State Education Department); *administrators and boards* (the American Association of School Administrators); and *miscellaneous* (the National Student Lobby). This panoply of political interest groups seeks to protect various clientele from regulatory harm, procures favorable rules and adequate funds, and guarantees that professional educational concerns are recognized and treated by all three branches of the federal government—the administration, the Congress, and the courts.

a political primer

Getting a fair share of the federal funding pie for education is a perennial problem. This is especially true in seeking support for international education programs, as these lack strong political constituencies and wide public appeal. Caught between persistent isolationists on the right and domestic skeptics on the left, and inexorably enmeshed in the larger controversies of the overall educational scene (such a declining basic skills or taxpayers' revolts), international education, research, and exchange programs face substantial opposition, indifference, or worse in the federal policy-making and funding marketplace. Unfortunately, the situation is unlikely to change drastically in the immediate future, despite hopes that the proposed president's commission on foreign language and international studies or the long-awaited emergence of a cabinet-level department of education will save Pauline from the cliff once and for all. This discussion is not meant to be a pessimistic assessment; rather, it is intended as a realistic interpretation of how Washington actually functions. Furthermore, these fundamental facts of political life underscore the vital necessity attached to the challenge of effectively bringing the word to Washington. Whether they hail from New Jersey or New Mexico, desire area studies or technical assistance funds, or represent foreign student or study spokespersons who fully understand the political process and design appropriate political influence mechanisms will be effective in furthering international education policy and funding goals.

Technically speaking, proponents of international programs must exercise much caution in bringing the word to Washington so as not to run afoul of federal tax codes that prohibit tax-exempt, nonprofit organizations from lobbying. From as early as 1907, controversies over the activities of educational representatives in Washington representatives have spurred a series of legislative actions designed to regulate and control lobbyists. The very term "lobbying" conjures up the image of a scrofulous crew of cigar-smoking undesirables grabbing at hapless congressmen as they pass through the Capitol's halls or lobbies on their way to vote on matters of critical national import. As a consequence of public concern and other pressures, the 1946 Federal Regulation of Lobbying Act was passed, requiring paid lobbyists to register with the House Clerk. Loopholes are many, however; to date, there have been only four prosecutions and one real test case in all thirty-plus years of the act's existence.

More recently, a visible tightening up is apparent; it dates from the passage of the 1969 Tax Reform Act, which was designed purposely to restrict the political activities of tax-exempt entities, principally foundations. For the first time, largely as a result of their visible role as liberal activists, private foundations were separated from other charitable groups exempted under the relevant section of the Internal Revenue Service Code. At the time the act was signed into law in December 1969, it applied to some 30,000 foundations. As a consequence, Washington representatives and their constituents must walk a very fine line indeed between "informing and influencing" as opposed to"lobbying" the Congress if they serve Section 501 C-3 (tax-exempt) organizations.

Specifically, if an organization is involved in any or all of the following activities, it is considered to be an "action" organization and as such does not qualify for tax exemption under the Internal Revenue Service Code. The restrictions that apply prohibit tax-exempt bodies from (1) carrying out any propaganda or other lobbying campaign that affects legislation; (2) undertaking any actions designed to influence the outcome of public elections or of legislative drives; (3) mounting grass-roots campaigns to affect the opinion of the general public; or (4) influencing legislation through communication with members of any legislative body or other government officials involved in the legislative process except for the provision of technical advice or assistance provided to a governmental body or committee in response to a written request.

Yet, just as beauty is in the eye of the beholder, so is lobbying open to subjective, often disparate definition. The Internal Revenue Service has itself, through rulings, determined the percentage of a Section 501 C-3 organization's budget that can legally be applied to lobbying activities. In addition, while lobbying is clearly a no-no, purveying timely and pertinent information to the Congress as requested is not. Congressmen and their staff members expect to be provided with such information and, in fact, depend on it in many instances. Thus, the real issue is not whether educators should enter the realm of policymaking, but rather at which points in the process and in what fashion they should enter it. Some critics justly accuse Washington representatives of being unduly unnerved by the 1969 Tax Reform Act and of general ineffectiveness in representing educational concerns, especially in the executive branch, where the code's restrictions do not apply.

shaping federal policies

A brief process overview of recent efforts in support of increased appropriations for Title VI of the National Defense Education Act and Fulbright-Hays 102 (b) (6)—both key pieces of legislation underpinning international education programs—concretely illustrates the principal points of access and decision making in the funding cycle. The first step in the extended chain of events is preparing an agency's budget. Based on financial needs as forecast by the U.S. Office of Education (USOE) in the Department of Health, Education, and Welfare, a budget is drafted that includes figures for the USOE's Division of International Education. This is soon followed by a review in the office of Management and Budget to bring budget figures into accord with the priorities and policies of the administration and the executive office of the president. In this phase, it is absolutely critical that budget officials be both sympathetic to the cause of international education and well-informed about the merit of activities in this area. Such officials must understand the nature of the programs under review, the relation of those projects to current federal priorities, and their reliance on federal support.

About a week after the president's State of the Union Address, the administration's budget is presented to the Congress. Key actors on the congressional scene are members of the House and Senate appropriations subcommittees in the Department of Labor and the Department of Health, Education, and Welfare, plus their legislative staff assistants in the education sector; in both the House and the Senate, members of the administration and invited public witnesses testify before these key subcommittees. Here the case must once again be made for federal support of international education. While testimony itself is more often than not a formality, congressmen and their staffs expect to be supplied with both statistical and conceptual data of some political and analytical worth. During this stage in the process, letters from constituents, as well as personal visits with congressmen, are standard and extremely important ways in which interaction occurs on Capitol Hill. All formal testimony is subsequently published in a volume that is available on request to any interested person. This vital phase of activity, of which actual testimony is but a small part, generally stretches over several months. Often September is waning by the time both houses of Congress have voted bills that contain the amounts marked up (or set) by their respective full committees on appropriations.

As a penultimate step, both houses appoint what is known as a conference committee to iron out discrepancies between the amounts marked up by the House and Senate. A compromise figure is then set, and both houses vote to approve a conference report; the report is then forwarded to the president, who has ten days to sign or veto it. A two-thirds vote in both houses is required to override a presidential veto. No participant in the process is at all comfortable with the threat of presidential vetoes or the impoundment of funds. In times of smooth relationships between the president and Congress, reason prevails over antagonism and the process that began in the past fiscal year begins all over again—namely budget setting, budget hearings, budget presentation, congressional hearings, markup, conference, and final approval of appropriations.

On the bureaucratic (as opposed to the legislative) side of the fence, the rhythm of events is determined by the nature of the individual programs themselves and, all too often, neither respects nor reflects academic semester cycles. Guidelines for submitting proposals plus deadlines for their actual submission are published in the *Federal Register*. Because international education consists of a variety of functional specialties—language and area studies, advanced foreign area research, and technical assistance programs and exchanges, to name but a few—funds are spread throughout a wide array of federal agencies, the principal loci being the USOE, the State Department, the International Communication Agency, the National Endowment for the Humanities, the Agency for International Development, and the National Science Foundation.

While it may seem somewhat difficult to accept at face value, many bureaucrats complain that they do not receive timely, quality proposals from the academic community. At times, funds are not expended because of a lack of appropriate proposals. More often than not, however, competition for scarce funds is keen, which argues for a careful reading of guidelines, an equally thoughtful preparation of proposal drafts, effective conversation with the appropriate bureaucratic program officers, and timely submission of proposals. Many potential federal dollars are lost because adequate preparation of quality proposals is accorded low priority by individual faculty members whose ability to translate Provencal is somehow unequal to the task of interpreting federal guidelines.

implications for action

Clearly, community and junior colleges have an increasingly important role to play in the process of internationalizing postsecondary education in the United States. Given this overview of legislative and bureaucratic processes, it is not difficult to posit steps for action that can make a crucial difference between successful and ineffective Washington involvement. Community and junior college practitioners with international education interests can and have made a difference in the Washington context. Luckily, the universe is manageable, and many key elements of the process already exist. In a nutshell, these observations come to mind and hopefully provide an overview of the basics of "bringing the word to Washington."

Campus-Level Action. All too often, one hand does not know what the other is doing in the area of international education. Cross-departmental and intrainstitutional communications are vital to the success of designing effective international dimensions in any institution. While there is no one ideal administrative structure for international studies, those persons regularly involved in language and area studies, in managing foreign study programs, in counseling foreign students, and in implementing technical assistance projects should constitute a critical action mass on the campus. Someone ultimately must be in charge; for the buck, if there is to be one in the institutional sense, must land somewhere. A point of contact for news relayed from Washington about grant, proposal, and contract opportunities is a must. Also, this campus liaison point is critical when Washington representatives reach out for letters, visits, programmatic ideas, and basic data needed for policy and appropriation input.

There are no substitutes for a quality education program on campus, the commitment of counterpart administrative and fiscal support by administrators and faculty, and authentic participation by a wide range of students. Relationships between individual institutions and community leaders, regional consortiums, professional associations, foreign alumni, and Washington officials require constant attention and can even be fun.

National-Level Action. The American Association of Community and Junior Colleges maintains an excellent international office whose job it is to plan conferences and special events, coordinate exchanges, serve as an intermediary in the information symbiosis, greet and meet distinguished foreign educators, generate grass-roots political support, appear at congressional hearings, serve on agency task forces, and so on. Campus personnel should make it a point to maintain close and thoughtful contact with this office and to absorb and respond to requests and communiques with interest and dispatch. This, of all ties, is the one that binds.

Congressmen like to hear from the folks back home. All too often, educators do not involve themselves with their own best friends on the hill, namely their own elected officials. The added strength of community leadership can be brought to bear as well. Visits, letters, and sustained contacts with congressmen and senators are expected. If these are not forthcoming, elected representatives believe, and with justification, that international studies, exchanges, and research are simply not a down-home priority. Bureaucrats are people, too, and they work against incredible odds to manage a political system that is the world's most complicated in terms of numbers, dollars, and regulations. We must learn to understand their instructional contexts, do our homework, and best of all, present them with factual and innovative proposals that meet their guidelines and reflect our own best professional interests. And we must remember that federal funding for education, in general, reflects national needs, not campus idiosyncrasies. Education is a means and not an end in Washington, and it is utilized to further such fundamental federal concerns as national security, antipoverty and civil rights programs, veterans benefits, and labor and child welfare goals. What we seek at the campus level and what the government desires for overall social good must work together if community and junior colleges are to compete substantively and politically for the few dollars in the federal till allocated to international rather than domestic pursuits.

Despite the prevailing pessimism, no particular bias against community and junior colleges exists with the federal structure that deals with international education. Admittedly, the field is a very low priority within the USOE (for example, it represented only .002 percent of the USOE's budget for fiscal year 1978), but, in a relative sense, community and junior colleges have fared as well as other institutions. Indeed, in some cases, proposals submitted by the smaller colleges have had a higher rate of acceptance than have those from larger colleges.

For example, in 1978, the Strengthening Dimensions program of Title VI of the National Defense Education Act (administered by the USOE) approved four of the six proposals submitted by community and junior colleges—one of the highest degrees of success of any academic group. In contrast, of the fifty-nine proposals submitted by all other institutions, only nine were accepted.

A substantial amount of federal funding exists for internationally oriented projects administered by community and junior colleges, although the smaller institutions traditionally do not participate in such projects to a major degree. The development of international, non-Western studies and humanities in the smaller colleges, for example, is one of the top four priorities of the National Endowment for the Humanities (NEH); its division of public programs' State-Based Program provides funds to local organizations, institutions, and groups, and its Challenge Grants program supports community-oriented programs and provides general operating expenses. The response of smaller institutions to the opportunities provided by the NEH, however, is low, and bureaucrats complain that they receive few quality proposals from community and junior colleges. By keeping informed of and involved in federal funding activities, community and junior colleges can reap significant benefits. While it may seem obvious, no proposals mean no monies—no ticket, no laundry.

An unofficial but pervasive political aspect exists in the world of federal grantsmanship, and international education is no exception. The fact that community and junior colleges submitted *only* six proposals to USOE's Strengthening Dimensions compared with fifty-nine submitted by larger institutions, gives an advantage to future proposals from the smaller colleges. Federal administrators realize that they must not be perceived as favoring any one group over another, but they may give special consideration to proposals from community and junior colleges in order to broaden the distribution patterns of their grants. Furthermore, regional preference is also taboo for federal administrators; however, unofficial but special consideration may be given a proposal by a community college in Montana, for example, simply because Washington rarely, if ever, receives an international education proposal from Helena.

Unfortunately, the community and junior colleges have not explored extensively the dimensions of federal support for international education. Overall, their proposals have a high acceptance rate, but the total number submitted is quite low. Consequently, any lack of federal funds for smaller institutions is not due to federal prejudice but to apparent apathy on the part of these colleges as reflected in the degree of their participation in the grant-getting process.

conclusion

Washington is neither as mysterious nor as contentious as many portray it to be. Rather, it is a complicated nexus of policy, politics, and people, whose net outputs are only as good as the time, intelligence, and resources invested. This is not to excuse abuse, incompetence, or mismanagement; on the contrary, only a knowledgeable and involved constituency can curb such evils and work to make the system function properly.

Life will never be easy for Washington representatives who work against the considerable odds of low professional status, lack of financial support, membership apathy, primitive national networks, public disenchantment with educators, inflation, and competing priorities with far greater political appeal than international programs in post-secondary education. No one ever said it would be easy. But by bringing the word to Washington through effective organizational channels that link practitioners and policy makers, the many dedicated administrators, faculty, and students of this nation's community and junior colleges will contribute substantially to meeting the immediate challenge of internationalizing education at all levels; they will also enhance this nation's prospects for successfully navigating her ship of state through the perilous interdependent currents of an emerging global age.

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Rose L. Hayden is assistant director of the Latin American division of the Peace Corps and former director of international programs for the American Council on Education.

Each state education board must soon take a stand—
pro or con—about international education in its
own community colleges if the balance among
community, state, national, and world
educational interests is to be maintained.

community college state boards and international education

john c. mundt

> While the world is becoming a single great global community, it retains attitudes and habits more appropriate to a different technical age. . . . Before long, humanity will face many grave difficulties that can only be solved on a global scale. Education, however, as it is presently conducted in this country, is not moving rapidly enough in the right direction to produce the knowledge about the outside world and the attitudes toward other peoples that may be essential for human survival within a generation or two (Reischauer, 1973, pp. 3, 4).

Primary responsibility for formal education in the United States rests squarely with the fifty states and their respective units of local government; state education boards should actively address the policy questions of international and intercultural education in the community colleges. However, the constraints of the culture, business climate, and political framework surrounding each community college provide an environment not only complex but also essentially parochial in outlook. State boards for community college education must chart an intricate trail within this environment if they are to be effective in drafting and implementing international education policies. But this is almost too much to expect, for how can such an international emphasis evolve in an educational environment that is constrained by state boundaries? In some states, such an emphasis has surfaced in community colleges; as yet, however, this is the exception, not the rule. It is my hope that between now and the year 2000 Reischauer's sentiment will become operational in community colleges throughout the country.

constraints facing international education

Two-Year Institutions. A degree of trauma has spread throughout community and junior colleges during the past fifteen years as state governments have wrenched from them their historical identity as locally based institutions and corralled them into state and regional education systems. In many instances, the designated roles and prescribed authority of the new governing agencies that were set up, as compared with the local college administrations, were not precisely defined. Slowly, however, state dimensions have come to be understood and accepted; only the most venturesome institutions have understood and accepted the international dimension of their role and mission as well.

The principal reasons for the failure of community colleges to take an international step are (1) conceptual and (2) economic. First, community colleges are considered local institutions. And, second, they are supported almost entirely by a combination of local and state tax sources and student tuition. Generally speaking, community colleges have not been strikingly successful in acquiring support for operations from federal sources. Nationwide, less than 10 percent of operating incomes are obtained from the federal government and private sources other than students. Pressures on local and state governments are causing them to be increasingly critical of requests for community college support, as they are of higher education requests in general. Local educational requirements come first; the instinct of board members is to feel that international education has nothing to do with the community college mission. In addition, financial crises in the 1970s caused by rising costs, leveling enrollments, and diminished public confidence in higher education have caused institutions to consider international education an extra rather than an essential to their basic missions. Latecomers to international education, such as state community college officials, have found it difficult to build new programs in the absence of outside funding.

Four-Year Institutions. In contrast to the community colleges, the major research universities throughout the United States have, by and large, retained their self-contained governance systems. Some have even been delegated the responsibility for supervising and controlling all postsecondary education within their states, including the community colleges. Rarely is a new structure superimposed over the originally established board of regents of a research university; this may be due in part to the regents' lobbying expertise and long-established liaisons with influential state legislators. The regents of major universities are appointed on the basis of their prestige and their ability to bring endowments into the university; these citizens are without question among the "movers and shakers" in their respective states. International education in the university has long been encouraged, and it is looked on by regents as a means of enhancing their universities' status. The incorporation of four-year colleges into systems governed by the regents of research universities has not dramatically impaired the ability of four-year colleges to engage in a variety of international programs and exchanges. In fact, their involvement has occasionally increased because of the emphasis given to it by university regents. However, the international experience of four-year institutions contrasts directly with that of community colleges, in which the international dimension is valued less. Only recently have community college educators here and there begun to sense an opportunity for service to developing nations. As the emphasis in these nations shifts away from elitist education and training doctors, lawyers, and engineers, they look with greater interest toward the more vocationally oriented model of the U.S. community college.

legislative influences

The opinions of legislators are diverse among and within the fifty states. The conceptual and financial constraints cited earlier weigh heavily in a state legislature's decisions. Some legislators feel that the community college should concentrate its efforts on meeting the needs of residents of the immediate district. And because community college state systems are "new actors," state boards have not yet fully orchestrated the system's policies and procedures into role and mission statements that are meaningful to legislators. This is not to affix blame in either case, however. A new actor must of necessity serve an apprenticeship for a time before completing a comprehensive interpretation of the enabling legislation. At the same time, a legislator will hesitate to encourage new directions in the absence of such interpretation and in the face of diminishing resources.

administrative influences

Although it has been virtually impossible to produce sufficient survey response on which to base conclusive judgment, those community colleges governed by university regents seem to have become more deeply involved in international education thus far than have those governed by K-12 agencies, state community college boards, and state chancellorships. The board of trustees of the State University of New York, for example, which has general supervision over that state's community colleges, published the following recommendation in the master plan it adopted in 1976 (p. 45):

> The university will expand international education among two-year colleges and increase regional and statewide intercampus cooperation as well.

New York is also in the forefront in stressing the study of world cultures at the K-12 level (Fersh, 1978, p. 15):

> Since 1965 about 300,000 ninth graders annually study the cultures of Asia and Africa. Most often, the approach combines academic disciplines such as history, political science, geography, economics, and anthropology, so that the cultures can be understood as integrated societies.

Community college operations involving some aspect of international education have been approved by educational boards in Alabama, California, Colorado, Delaware. Florida, Georgia, Hawaii, Iowa, Kentucky, Michigan, Nevada, Oregon, Washington, and Wisconsin. Exceptionally large numbers of foreign students enroll in the community colleges of California, Florida, Hawaii, and Nevada. There seems to be no explanation as to why this occurs in some states but not in others; no doubt the leadership of a few individuals makes the difference in most cases.

The state of Washington, with its community college board, has moved deliberately but slowly and cautiously. In 1973, the state board adopted a policy for authorizing out-of-state educational programs in conjunction with the desires of Big Bend and Olympic community colleges to administer a Predischarge Education Program (PREP) for military servicemen in Europe and the Pacific. In December 1975, the board adopted a resolution authorizing district boards to offer English as a second language to southeast Asian refugees for a special reduced fee. Also in 1976, the board authorized the engagement of its state director of community colleges in foreign educational activities "separate and apart from his function as state director, such activities not to involve the use of state funds, and all properties and monies to be handled entirely on an annual leave or consulting time status" (Washington State Board for Community College Education, 1976, p. 4). This has fostered assistance to the state of Trujillo, Venezuela, in developing a community college-type facility and program. Finally, in 1978, the board authorized one of its members and the state director, who were part of a community college delegation to the People's Republic of China, to extend an invitation for a return visit by Chinese educators in an effort to establish educational contact with postsecondary institutions in that country. The Washington state experience is, I believe, typical of several other states with comparable political structures.

Let me quickly point out that I do not believe the answer to expanding international education at the community college level is placing all two-year institutions under the jurisdiction of a research university. Even in New York, for all the bold pronouncements of the 1976 Master Plan, "until quite recently few of the thirty-six two-year colleges in the system have given much attention to international education" (Putnam, 1977, p. 23).

support for internationalizing education

It is possible for those state directors of two-year college systems with leadership and enthusiasm for the international dimension—effectively supported by their legislators, college boards, college constituents, business communities, and capable instructors—to embark on a variety of international educational relationships and activities; however, they must also articulate local sentiment, and that is all too often negative. The following attitudes reported by a number of state directors express the negative point of view (Mundt, 1978):

> There is an unwritten policy that has been in effect since we began . . . that we provide education only for ____.
>
> Several years ago, several of our universities worked with some of the private institutions and with a national group to develop programs and proposals for foreign students. . . . the community colleges were invited to participate . . . but I do not believe many attended the conferences.
>
> My . . . opinion is that many would share the attitude that significant expenditures of state money in this area would be questionable.
>
> Our board has taken a very tough position concerning out-of-district course offerings by community colleges, and it would doubtless take an even stronger stand against internationalizing the community colleges in ____.

The foregoing would seem to bear out a conclusion cited by Thomas Diener, director of the Institute of Higher Education Research and Services at the University of Alabama, and Lornie Kerr, dean of student services at Northwestern Michigan College (1975, p. 14) who suggest:

> Many community colleges in the U.S. seriously question whether they should be involved with foreign students or with international education at all. The rationale usually given is that they are locally based educational institutions with local financial support and therefore should not expand their responsibilities beyond this scope.

However, there are positive (and courageous) supporters for an international emphasis in other states. For instance, the associate chancellor for community colleges in New York, Cornelius Robbins (1978), says:

> I am convinced of the vital importance of international education to the community colleges. Our shrinking world requires that we expand our definition of community, and we must expel the thought that community colleges are too local to look beyond their sponsors' borders.
>
> The cultural advantages of foreign students on our campuses are clearly evident. As for our students profiting from overseas study, witness the fact that one of our colleges, Rockland, has such an interest among its students that over 5 percent of its enrollment is now abroad in England, Israel, and other countries.

And across the country in California, William Craig, the recently appointed state director of community colleges, states (1978):

> An international experience has become an important part of a complete education for the seventies.
>
> Today's college curriculum is deficient without an international dimension which moves students to other countries and makes the reciprocal possible. The exchange of ideas and the opportunity to communicate in a different language raises our horizons and expands a learning in all the disciplines.

Hence, we find a difference of opinion, with two seaboard states, New York and California, taking the lead in voicing support for a more cosmopolitan future for community college education.

Every state board will also inevitably face the question: Is international education a proper direction for a system of community-based educational institutions? S. V. Martorana, professor of higher education and research associate at the Center for the Study of Higher Education at Pennsylvania State University, poses a role question (1978, p. 49):

> Looking at the constraints that stem from . . . political and public policy decisions, the fundamental issue is the extent to which community and junior colleges seek to be instruments for community and social reform. Do the leaders in these institutions really mean it when they state that community college education should actively contribute to the general improvement of the social order? Can essentially conservative communities (those in which most community colleges are found) be gently but firmly moved to social and cultural attitudes and perspectives more conducive to service that has an international dimension?

It has always been interesting to me that in the state of Washington two rural community colleges (Big Bend and Yakima) have two of the most robust foreign programs of the twenty-seven colleges in our system. Big Bend even has an active Japanese alumni association in Japan, thanks to its program for Japanese agriculture and aviation students. At Yakima, an energetic grantsman succeeded in bringing large contingents of foreign students from South America, the Arab countries, and elsewhere. The cosmopolitan atmosphere of urban areas, of course, should contribute to the establishment of intercultural programs in those areas (such as Miami, Los Angeles, and San Francisco). Yet inevitably, even in urban areas, I suspect it comes back to individuals with a Richard Halliburton glint in their eyes, who are willing to provide leadership despite local mores militating in favor of the status quo. However, a time of taxpayer revolts is not the most propitious for such glints in the eye.

Nevertheless, leadership is very necessary as the globe continues to shrink. Dare a state board say, "No, it is not community college business" to a People's Republic of China seeking assistance in science and technology, to a Nigeria seeking thousands of places for its students in U.S. postsecondary institutions, or to additional thousands of students from oil-rich Venezuela? I contend that it *is* the business of community college education to allocate state resources for these purposes; we must convince governors and legislatures that such a course of action is in our best interest.

implications for action

Without board policy, international education activity and enrollment will occur only as a coincidence rather than as a fulfillment of the board's goals and objectives. As all experienced board members know, the board is admonished by legislators to be accountable for the activities of its colleges, regardless of whether or not those activities are codified in the board's policies and procedures. In studying the pros and cons of an international education emphasis, any board would do well to ask its director to prepare a well-researched and thoughtfully analyzed discussion draft addressing the elements and constraints of international education. In general, these should include the following questions:

1. What are the legal constraints and attorney general opinions covering state statutes on operation of out-of-state programs, financing of such programs, consulting time of the state director and/or staff, participation of the state director and/or staff in out-of-district activities, foreign travel, and so on?
2. Relationships with other institutions:
   a. Shall the community colleges enter into relationships through consortiums, cooperation with a research university, linkages with foreign institutions, and technical assistance to less-developed countries?
   b. What are the considerations for entering into such relationships effectively?
3. Internationalizing the curriculum:
   a. What will the board decide and what will the local institutions be free to decide?
   b. Shall credits in area studies and foreign languages be distribution requirements for the associate degree?
   c. Shall staff of the community colleges be involved with university research in area studies and in foreign language teaching effectiveness?
4. Expanding international education among two-year colleges and increasing regional and statewide intercampus cooperation:
   a. Shall regional and intercampus cooperation with respect to international education be encouraged?
   b. Shall the allocation process include incentives to expand an international education emphasis (as has been the case with some legislatures and boards in advancing minority and disadvantaged education)?

5. Enrolling foreign students in community colleges:
    a. Shall the enrollment of foreign students be encouraged? Shall such students be recruited?
    b. Shall reciprocal tuition agreements be sought between community colleges and foreign institutions?
6. Shall study abroad and exchanges of faculty and students be permitted? encouraged?
7. Shall community colleges offer educational programs outside of the United States?
8. Shall the state director and staff respond to and/or seek requests for consulting services from foreign countries and seek alternatives for financing and staffing such consulting services?

The Washington state community college board, now completing its tenth year, initiated early in 1978 a major review of existing and needed policies. In that review, the subjects of "role and mission" and "international education" appear separately, with the latter scheduled for consideration later. The basis for this separation of two related items is the premise that state legislators will react more favorably to a new educational direction if they first are assured that existing legislative concerns have been satisfied in the board's basic role and mission statement. This strategical guideline may prove helpful to state directors who wish to influence their boards toward adopting an international education emphasis.

conclusion

I am, without question, an unabashed advocate of an international dimension in community college education, and I am convinced that we Americans must have the courage of our convictions in these matters. With skillfully developed policies and procedures, community college systems merit and can obtain the support of their legislators and communities for more international programs. Such programs can contribute substantially to the welfare of the world community by developing educational and cultural linkages with developing countries in vocational education, adult continuing education, short-cycle education, and other service areas related to the democratization of educational opportunity. It is difficult for the United States to develop intellectual and cultural ties with foreign nations (within the hemisphere, we are, to many, still the colossus of the north); community colleges are the American educational institutions best equipped to forge such ties.

Specifically, the modern American community college is in a position to make a unique contribution to less-developed countries in the area of technical assistance; state policy should deliberately and specifically encourage this. Developing countries have historically gone to one of two extremes—they either emphasize educating blue collar workers or stress university programs that educate professionals. Conversely, they have given inadequate attention to preparing the technicians, paraprofessionals, and skilled workmen who are needed in the broad area between blue collar workers and professionals. Community college preparatory and supplementary vocational programs are adaptable to these needs in many nations. I stress the word *adaptable*, for we would be arrogant to think, for example, that we could take the 600 vocational courses in the Washington community college system and install them overnight in Trujillo, Venezuela, without change. But much that we have learned would be of use to educators in Trujillo. American and Venezuelan educators, working together with sensitivity and understanding, could develop on a hybrid basis postsecondary institutions and programs of immense value to Venezuela. Venezuela, like many other countries, officially has become committed to the democratization of educational opportunity; the community college open door policy is consistent with that national goal. State officials in the United States would be wise to recognize the opportunity for blending such common principles.

I will not go so far as to insist that boards are delinquent in their duties if they do not implement immediately an international focus. As pointed out earlier by Martorana, a board's decision to be either reactive or active in any area must be sensitive to many situations. However, to ensure a desirable balance of community, state, national, and world interests, it is urgent that each state education board soon become decisive—pro or con—about international education as it relates to its own community colleges. A board that indefinitely neglects this policy question will abrogate by default its decision-making authority to other agencies and interest groups, for better or for worse.

In making policy decisions regarding an international dimension for community college education, state boards will have to take state legislative views into account. The following two statements are positive and forward-looking; they represent legislative attitudes that will be needed during the remainder of this century. First, Phyllis Erickson, chairperson of the House higher education committee of the state of Washington, says (statement of position prepared at author's request, 1976):

> The importance of international education cannot be overemphasized in our current age of highly sophisticated and sensitive

> political and business issues of an international nature. In the postwar years, foreign countries have looked to America to help in educating their students, and we have gladly assumed that responsibility. We must be sure, however, that we reap as much benefit from opportunities for our own students to train abroad, encouraging a broad range of experience. It is the duty of the policy makers, legislators, and boards of trustees to ensure that conditions exist which encourage an international approach to education.

And H. A. Goltz, chairman of the Senate higher education committee of the state of Washington says (statement of position prepared at author's request, 1978):

> The founders of the United States of America recognized and expressed the belief that an enlightened and educated citizenry is essential to a democratic form of government. It follows that, in a time when our people interact with and are impacted by international forces and events on a daily basis, our educational system must reflect this worldwide relationship. Not to do so leaves a vacuum of ignorance wherein democratic decision making and policy determination become confused and faulted.
>
> The traditional years of public education through high school are too short, the breadth of offerings too narrow, and the depth of understanding too shallow to provide sufficient international educational understanding to meet the requirements of our body politic in these complex times. This responsibility has increasingly been assigned to the postsecondary educational institutions and, fortunately, increasing numbers of young people go on to college, and more and more older adults are returning. . . .
>
> For many people (and in increasing numbers), community college may be the only experience in higher education they will have. This being the case, the question is: "To what extent will their education be complete if it does not involve an understanding of the world and of people outside their own district?"
>
> It would seem important that each community college curriculum should have an international emphasis. We should encourage the attendance of foreign students—at least to some minimum extent—to provide a more cosmopolitan campus atmosphere and assure that broader perspective. There should be student and faculty international exchanges, improved

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> library resources, and other program efforts at international knowledge and understanding. . . .
>
> Counter to this view is a possible legislative attitude that community colleges are for "students near home," "students of the community." Times of austerity encourage such an attitude, but it is essential to know what is important to be taught as well as who is to be taught.
>
> If there are doubts, efforts should be made to test the validity of the international dimension of education in our community colleges. It would be a legitimate legislative function to provide for a before and after student attitudinal study of reactions to internationalizing the community college curriculum, having foreign students, and otherwise stressing international education.
>
> The dangers and pace of world events demand, however, that we not delay stepping up our international educational obligation to our citizens. The increasing role of our community colleges suggests this would be a likely place to make that effort.

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John C. Mundt is former state director of community colleges for Washington and serves as an official consultant to the Venezuelan Ministry of Education.

Our prosperity depends, in large part, on linkages with other parts of the world; educational cooperation can and must play a major role in enhancing international communication and understanding.

international linkages: the community college role

fred harvey harrington
shirley clarkson

In the years since World War II, American higher education has acquired a great deal of experience in international education; a field of increasing importance to our nation and to both developed and developing countries overseas, it requires the attention of all American colleges and universities and their counterparts abroad. For American institutions, there is a double urgency: first, on our campuses, students must have an opportunity to learn more about the world than they have learned in the past. If there is to be peace in the future, the United States, as a major power, must make a substantial contribution to improving international understanding; in our democratic republic, this means that our citizens must be well-informed about global problems and attitudes. It is encouraging to see that American higher education has markedly increased its offerings in international topics during the past three decades not only for undergraduates and graduate students on campus but also for credit and noncredit students off campus (including the adult and special students who are a growing part of the higher education total). It is also encouraging to note the rise in staff expertise concerning foreign languages, areas, and cultures.

Whereas only a handful of academics were acquainted with the more remote parts of the globe in 1940, we now have many such specialists (though, granted, not yet enough).

Second, we are coming to see that the welfare of every part of the United States—each region and community—depends on contacts with the whole world. It is no longer possible, if ever it was, for a community to be isolated. Economic prosperity is associated with overseas markets and with imports from abroad, as well as with complicated and changing arrangements with foreign countries in the Americas, Europe, Asia, and Africa; these affect not just the citizens who specialize in international matters but every American man, woman, and child.

requirements for international education

Given this background, it is essential to recognize three things: (1) that every postsecondary institution in the United States must become involved in international education; (2) that there must be significant long-range linkages between American colleges and universities and colleges and universities overseas, in addition to whatever relations may exist between governments; and (3) that these linkages are complicated, time-consuming, and expensive and thus more than casual attention is required if they are to succeed. In the remainder of this chapter, we will examine these three points in detail.

General Involvement of American Postsecondary Institutions. In the past, much of our international education activity, both on American campuses and overseas, has been concentrated in relatively few institutions. Included here are the public and private prestige universities that handle the bulk of doctoral and postdoctoral teaching and research in foreign areas and provide advanced training for foreign students in engineering, science, and other specialties. Also included are the land-grant colleges and universities that have strengths in such fields as agriculture and extension services and a traditional interest in applications as well as theoretical research.

It is only natural that the United States government and foundations interested in work abroad turned to those institutions in the post-World War II era, when we were just getting started in international education and when it was necessary to mount programs in a hurry and get quick results. It was natural, too, that foreign countries, particularly developing countries, should look to such institutions for training and for advice and collaboration in the field. After all, these were the "name" institutions, the places where their American-trained leaders had obtained their advanced educations. Obviously, these institutions will continue to be leaders in the international field, but they cannot bear the total responsibility; the task of international education is simply too large. Everyone must get into the act if we are to reach all American citizens and establish and maintain the necessary ties to postsecondary education abroad.

Fortunately, this needed expertise is no longer limited to a few American colleges and universities. Because of the broadening trends of recent years, many Americans now have overseas experience, as is evident in every one of the 3,000 American institutions offering postsecondary education. What is more, in each of these institutions, there is a growing awareness of the importance of international education offsprings, the value as well as the burden) of having foreign students and faculty on campus, and the usefulness of overseas contacts achieved through faculty and student travel and study abroad, institutional and multi-institutional projects in other lands, cooperative training, and joint research projects for mutual benefit. Community and junior colleges have special importance in this international trend, because a large percentage of the young people in the United States begin (and often end) their postsecondary education in these institutions, whether in terminal liberal arts or technical training programs. These two-year institutions act as adult centers, too. In addition, they educate a substantial percentage of the foreign students who come to the United States. Thus, if there is any desire at all to internationalize American higher education—to prepare citizens to understand world problems in the future—much of the work must be done right here.

At the same time that community colleges are adding global materials to their campus curriculums, they must also be active overseas in study abroad programs for their students and faculty, in exchange arrangements, and in helping foreign countries improve their manpower training. This is important everywhere—in the developed countries of Europe and Japan, in the advanced countries of Latin America, and in the less-developed nations. The really crying need is in the developing countries. Most of the newly independent nations of Asia and Africa and some long-independent parts of Latin America have a surplus of highly-educated manpower (engineers, physicians, lawyers) and a critical shortage of trained personnel in the supporting specialties (technicians in the health professions, draftsmen, foremen, computer and data specialists, trained farm extension agents, and so on). The American agricultural and industrial structure rests on the base provided by these men and women, who outnumber our scientists, engineers, and physicians four or five to one. The developing countries are becoming increasingly aware of their needs in this sphere; in order to move forward, they are already looking for and beginning to get help from community colleges in the United States.

Long-Range Linkages. Intergovernmental relations are necessary in international education, for both financial and policy reasons. Experience has shown, however, that disaster looms when *all* decisions are made by government bureaucrats. Educators must be involved at every point—deciding what should be taught, setting up faculty and student exchanges, and working out plans for cooperation in training and research. This is essential for quality education at any time. What is more, establishing college-to-college contact makes possible continuing educational cooperation even when the countries involved have diplomatic differences. Exchanges or joint projects administered by governments are likely to grind to a halt during periods of policy disagreement; however, if educators are in charge of arrangements, it may be possible to continue operations during times of political strain.

We know that linkages work. The record of the last generation proves this, as was evidenced by the building of agricultural universities in newly independent countries after World War II; Asian and African faculty members were trained on campuses in the United States, while educators from those same American universities went abroad to help set up the institutions that would employ the trained Asians and Africans upon their return. Unfortunately, however, the job was often considered complete when the colleges, universities, and institutes were in operation in the developing countries. What was needed, actually, were continuing relationships that would assist the further growth of the emerging institutions.

Continuing linkages are of particular importance in newly emerging fields, such as middle-manpower training, which is at the heart of the community college effort overseas. But there are special problems here, some on the American side and more abroad. In the United States, few community colleges are large enough, well-staffed enough, or sufficiently well-financed to take on institution-to-institution contacts by themselves, let alone develop broad long-range relationships. The solution, of course, is to band together. A group of colleges in one community college system (for example, Los Angeles) can form a unit, or colleges and college systems can be tied together in consortiums.

The difficulties are far greater overseas. In many countries, technical training is entirely separate from college and university education. Often it is lodged in a ministry that is unaccustomed to working with educators or foreign partners and that is disposed toward insisting on handling all negotiations at the governmental rather than the campus level. Or, in countries in which manpower planning is new, there may be no institutions that can serve as linkage partners. Again, those in charge of new technical training programs in developing nations are less likely to be foreign-trained than are our university heads. This adds to the ever-present problems of understanding and communication, which are often compounded by language barriers as well. All this only underscores the need to establish linkages and to keep those linkages alive as long as possible.

Required Time, Money, and Increased Attention to International Linkages. Most degree-granting universities, especially those with professional and graduate programs, now have their own international specialists, both on the teaching front and in administration. They also have graduates stationed overseas in academic and governmental posts. Many such institutions have built an international dimension into their campus budgets using income from private donations and from regular state appropriations, as well as from funds from the United States and foreign governments. They have also created regional and national organizations with expertise in making linkage arrangements. For example, the international office of the American Council on Education, financed in part by the Ford Foundation, has helped ensure federal financing for Title VI of the Higher Education Act, which has provided support for campus centers for advanced area training and research. The National Association of State Universities and Land-Grant Colleges has been successful in helping its member institutions form institutional linkages through financing from the Agency for International Development. In a few cases, these degree-granting universities have worked with state and community colleges and small liberal arts institutions. The Los Angeles area furnishes one example. But cooperation is rare; time and again the new actors are left out of higher education delegations sent abroad and conferences on international cooperation.

With initial assistance from the Kellogg and Ford foundations, the American Association of Community and Junior Colleges has moved forward in establishing a permanent international office. And we have already noted the impressive work of the various community college consortiums that have drawn on the strength and substance of individual community colleges to promote on-campus international education, study abroad, faculty and student exchanges, and institutional linkages in many parts of the world. The record is good, but so far government funding agencies both here and abroad have given far too little attention and support to the international efforts of community colleges. The major foundations have also lagged, and community support for international matters has not been all that might be desired. With sufficient effort, the future should show significant improvement. But cooperation among the various types of colleges and universities and the associations that represent them is necessary, too. Too often, higher education has presented a divided front and has therefore failed to obtain the backing it should have; this needs to be corrected.

The higher education associations have tried to cooperate on the linkages front, with the National Association of State Universities and Land-Grant Colleges in the lead. Six associations joined in 1976-1977 to sponsor a feasibility study on international linkages in higher education. (The six associations were the National Association of State Universities and Land-Grant Colleges, the American Association of Community and Junior Colleges, the American Association of State Colleges and Universities, the American Council on Education, the American Association of Colleges, and the Association of American Universities. A seventh association, the National Association of Independent Colleges and Universities, joined the original sponsors in 1978. The American Association of Colleges of Teachers Education also made a major contribution to the study.) The study recommended establishing a central office in Washington, D.C., that would be responsible to all the associations and that would assist in developing international linkags. This office has not yet been established. Cooperation among the associations, never easy to maintain, broke down over some of the recommendations of the study and the question of leadership among the associations. Consequently, it has not yet been possible to obtain either a launching grant from a major foundation or adequate financing from government agencies. (On the governmental front, the study may have come at an unfortunate time; it coincided with as-yet-incomplete reorganizations of the Agency for International Development (AID), the Department of Health, Education, and Welfare, and the Department of State and the formation of the International Communication Agency.)

There are indications that at least some of the higher education associations will work together on international linkages; at the same time, there are encouraging signs in government. Title XII of the Foreign Assistance Act definitely encourages linkages. So will the Foundation for International Technological Cooperation, which has been proposed by President Carter and is now in the planning state. Our colleges and universities may benefit from the creation of the International Communication Agency; certainly its leadership favors an expansion of international academic contacts. The president's commission on language and area studies may also yield good results; and we find support for institutional linkages in the National Science Foundation, the National Academy of Science, the Department of Commerce, and elsewhere. Meantime, financing from overseas sources has been increasing.

One does not like to end on a pessimistic note. Nevertheless, we must state that threatened budget cuts may prevent expansion of opportunities in the near future. And, despite some progress, community colleges have not yet been accepted by the other higher education institutions as full partners in the international field. This exclusion is not in the national interest; we must all work to see that this important part of higher education is not neglected.

Fred Harvey Harrington is director of the international linkages in higher education feasibility study. He is former president and current vilas professor, University of Wisconsin.

Shirley Clarkson is deputy director of the international linkages in higher education feasibility study and former director of the Southeast Asia Council association for Eastern studies.

Are we really fully prepared for the long and risk-laden voyage of international education? We must look carefully at our prospects of survival and success.

weathering the heavy seas of international education

benjamin r. wygal

The preceding chapters have provided the content and processes for planning and implementing our international education voyage. Through them we have examined the rationale for international education, the roles of the various participants in the effort, the multiple thrusts and benefits of a comprehensive program, and the plethora of approaches to implementing this still-emerging community college function. Investigating in detail the prospects of involving the community college in international education heightens our anticipation; we have tasted the salt spray, and some of us have even cruised right out into the sea. The lure of such treasures as an energized staff, an enriched curriculum, and an enlivened and expanded student experience calls us to action.

Our ship is prepared, but are *we* fully prepared to weather the heavy seas and unknown risks of international education? In weighing the payoffs against the pitfalls, we must look soberly at our prospects of achieving success or even surviving. The purpose of this chapter is to build on and round out the preceding chapters by suggesting some practical approaches to planning and implementing international education and avoiding related hazards.

charting the course

Charting the course for international education development requires clarifying and establishing an appropriate priority for international education within the overall goals of an institution. This, in turn, requires the involvement of the president, his staff, and the board of trustees. Only through such a clarification and prioritization process can fragmentation be avoided and the number and diversity of projects be balanced appropriately.

First and foremost, the president must become involved in planning the international education program. A great deal of his or her time will be consumed in the initial stage, which calls for setting goals and defining the types of activities that constitute international education. In addition, while there is much to be learned from educators, there is also a great deal to be learned from other sources (such as officials in the Agency for International Development, the World Bank, and the Organization of American States). The president would find a study of the goals and objectives of such organizations very beneficial in clarifying the rationale for international education in the community college. Another commitment that the president must make at the very beginning is making available "seed money" for travel purposes so that necessary information can be secured. The president must also be willing to commit staff time for international development; this commitment would strengthen both the program and the staff's involvement in its progress. In addition, he or she will need a staff member, not necessarily full-time, to serve as a formal or informal director of international education.

Care must be taken, however, that an international education program that is being promoted by the president does not come to be viewed as "another of the president's toys." The international education program must be institutionalized. For example, Florida Junior College at Jacksonville has a director of international education who works directly with the president in planning and development. The four campus provosts are each assigned specific projects related to their individual campuses, and the programs are thereby institutionalized at the local level. An international education advisory committee has also been developed within the college to provide directional input and to help interpret the programs to the entire college. It is very important to "spread around" some of the early projects so that many different individuals among the faculty, staff, and administrators can "buy into" the concept through participation.

The college's governing board is extremely important to the initial development of the international education program. Its member policy makers, usually called *trustees* at community colleges, are those to whom the college is actually accountable. The constituency places its trust and confidence in the trustees to ensure that the purposes of the institution are fulfilled; the trustees, in turn, are accountable to the community. The acceptance of the idea of international education, as well as its placement within the institution's priorities by the board of trustees, cannot be achieved through a one-time sales pitch; support must be built carefully over a period of time. This requires that the purposes of international education as they relate to the college as a whole be continually studied, delineated, and verbalized. Program presentations at regular intervals at board meetings and in individual conferences and conversations are extremely important. The final success or accountability of the program will be expressed in terms of the degree to which the policies, budgets, and curriculums voted into action by the trustees support and promote international education.

The community college staff should regularly, not just for accreditation purposes but as a part of continuing self-renewal, analyze institutional goals. Periodic reviews will provide great opportunities for upgrading, integrating, and harmonizing international education with the various goals of the college. Realistic priorities also should be established for international education, and careful attention should be given to avoiding fragmentation. Obviously, a great deal of exploration is required in order to build contacts, develop diversity, and expose what might be done. Priorities should be established according to what can be done and how much effort the college is willing to expend in developing international education.

Local industries are a great source of information, input, and perceptions about how international education can best serve the community. Analysis and research, much like needs assessment techniques, may be employed to understand clearly how local industries are involved in international trade and business. (For example, the sea harbor at Jacksonville, Florida, does over 14,000,000 tons of business annually; imports and exports each represent about eighty different industries. Moreover, literally hundreds of firms conduct at least some international business.) Once an assessment is completed, contact may be made with individual businessmen; they then may be asked to serve on lay advisory committees for international education. Obviously, special interests thus can be brought to bear on special projects.

Finally, a careful analysis should be made of what the college is already doing in the area of international education. Most administrators and policy makers, as well as faculty and staff, will probably be surprised at the number and diversity of international activities that are already taking place. At Florida Junior College at Jacksonville, for example, an initial review revealed that the college enrolls a considerable number of foreign students, conducts extensive student study and travel abroad programs, encourages staff attendance at international meetings, and facilitates staff travel abroad for development purposes.

getting underway

International education development requires proper internal and external climates. During the development of basic priorities and plans, as well as on an ongoing basis, the careful building of the internal climate can be accomplished in several ways. Discussions should be held with the internal advisory committee to explore very carefully the rationale, justification, and budget implications of various courses of action. The easiest way to do this is to tie in to some existing activities, such as student travel, courses along the lines of international education, faculty development and travel, or student activities that bring foreign visitors to the campuses. Developing strategies for sharing the experiences of foreign students with faculty and students can increase both the visibility of foreign students on campuses and interest in international education.

Some early research related to the interest of staff members in international education should also be conducted. For example, a questionnaire concerning professional development might be sent out. Such a questionnaire might assess interest in faculty exchanges or foreign travel opportunities and thus provide an early estimate of the number of faculty members and others who might be interested in international education activities; this approach would help build an inventory of individuals who would stand ready to participate in international education and thus help build the climate for the program through peer groups. Most importantly, international education must be seen as an integral part of the total college program.

Building the external climate in the very beginning requires basic work with selected constituents, including external advisory committees. If a community college has organized an independent foundation, the governors of that foundation should be involved in such efforts as early as possible; hopefully, they will adopt international education as a priority. However, such priority establishment must be backed by budget decisions. Early activities in international education will require some seed money or up-front funding. Such funding can come from a variety of sources. First and most obvious is the operating budget. However, some states do not consider international travel appropriate for the expenditure of regular college funds; in Florida, for example, the director of the division of community colleges has expressed concern relative to spending staff and program development funds for international travel. Support from private foundations or the college's own foundation is a second possible source for this seed money. A continuing flow of extra funds into the college will be important in the ongoing development of the program. Third, the college may participate in cooperatives or consortiums and may receive money through grants from organizations, foundations, or the federal government. As a fourth alternative, the college may participate with businesses, governmental units, professional associations, or other organizations and individuals in generating start-up money for programs. Leaving no stone unturned will pay dividends for early successes in the program.

As stated earlier, it is very important to do a great deal of exploration into all aspects of international education. However, a listing of fifty or more possible projects sometimes can be a detriment when there are few, or perhaps no actual successes, achievements, or ongoing programs to point to with pride. Consequently, it is very important to select carefully and receive credit for some of the projects that can be undertaken readily.

steady as she goes

Maintaining a good understanding and acceptance of international education programs within a particular institution will require continual exploration and development of public relations strategies as well as close and careful work with those who hold the purse strings of the college (usually the state legislature, and the board of trustees). It has been said that good public relations is doing well and getting credit for it—and this is the time to do well and get some credit. But it is also the time to follow a workable system for information dissemination. A college's approach to public relations is characterized largely by the way information about its various programs is disseminated. The college can simply sit back and respond to random questions asked by news media and others, or it can use an interpretive approach to initiate the dissemination of such information to the news media and to the public at large. This kind of approach requires the establishment and maintenance of coordination between the public relations department and the international education office. Activities to be developed and packaged for public relations purposes can thus be timed so that they promote a long-range approach to understanding the program.

It is very important to deal with the legislature in a similar fashion. It is not enough to passively hope that whatever the legislature discovers on its own about the international education program will be positive. In most cases, legislatures want to know what is going on in their community colleges, and they want to understand their programs. They also want to be sure that the community at large under-stands those programs. A good program stands a better chance of receiving legislative support if it is defended logically with a well-researched rationale. There is nothing more damaging than for a legislator who knows nothing about the international education programs of a college to read in the social section of the newspaper that a faculty member has been in Europe enjoying the beautiful sights: The telephone rings, and the legislator's office inquires about junkets paid for by the taxpayers. Legislators must understand the rationale for the international program; this can be accomplished only by a lot of personal hard work.

the Bermuda Triangle

The "domestic backlash issue" may be described as the Bermuda Triangle of international education in the community college. This issue involves the problems of defining community college boundary limitations (the district versus the world as a community) and, of course, the idea of the junket. The way in which the college is able to meet and overcome these challenges will determine the success of its international education program, or perhaps even its survival on the heavy seas.

Unfortunately, many policy makers see no farther than community college district boundaries in relation to decisions regarding students, programs, and activities. We cannot ignore this situation. Many a program has been squelched after a discussion in a board meeting or a call from a constituent claiming that the program is not appropriate for a "community" college. Careful attention to developing an understanding of the program and its climate will help avoid this kind of reaction.

Proposition 13 in California and the reduction of innovative programs throughout the states has caused a great backlash in the traditional approach to programming. This domestic backlash can kill international activities quickly if the college does not plan ahead carefully. Chapter one of this sourcebook does an excellent job of developing the rationale for viewing the world as a community; it should be studied carefully by all who must defend international education. These defenders should include a broad group of faculty, staff, students, trustees, and people from the community.

Every trip, tour, or exchange taken by a faculty or staff member must be interpreted in terms of its objectives. This will be important in overcoming the junket accusation. Many times glamorizing the trip by using such terms as *exotic and faraway lands* can bring forth accusations that taxpayers' money is being wasted to send people on nice vacations throughout the world. The specific objectives in terms of professional growth, enrichment of curriculum, and benefits to students must be established and kept before everyone involved, especially the traveler. The travelers should understand what the objectives are and understand the importance of emphasizing those objectives when they talk about their trips with individual and group constituents.

full speed ahead

We have now charted our course, looking carefully at the roles of the president, his staff, and the board of trustees in establishing and clarifying an appropriate priority for international education within the overall institutional goals. We know that we must avoid fragmentation of the program by establishing realistic priorities within it and by balancing the number and diversity of projects. We also know the activities involved in getting underway, including building the climate for international education both internally and externally and obtaining seed money from various sources. And we know that we should plan carefully for some early successes in the program.

Once the international education voyage is underway, we must work carefully on good public relations strategies, including an initiation and interpretation approach to disseminating information. We must also work with our legislators in developing an understanding and acceptance of the need for international education. We must be prepared to deal with the pitfalls and whirlpools of international education, epecially the domestic backlash issue. And, of course, we must continually be aware of junket accusations and be prepared to meet them. Thoughtful planning can aid in convincing our constituents that we *are* a part of a larger world community.

International education is very important and can be among the greatest means available to improve and energize the staff. It is a very effective way to enrich the curriculum and to expand student opportunities for greater learning experiences. In the future we can look forward to the growth and expansion of international education in the community colleges. There is much to be gained not only by the college but by educational development worldwide as community colleges develop their own staffs, students, and programs and help other countries expand educational horizons for all.

Benjamin R. Wygal is president, Florida Junior College at Jacksonville, and a member of the board of directors of the Community College Cooperative for International Development.

Additional materials on international education in the community college are available from a variety of sources.

sources and information on the community college in a global context

andrew hill

This concluding chapter provides additional references pertinent to international education and two-year colleges. The list includes books, articles, and reports dealing with every aspect of international education. However, lack of space prohibits lengthy description of these resources.

Sources that are followed by an ED number are in the ERIC system. These documents, unless otherwise noted, are available on microfiche (MF) or in paper copy (HC) from the ERIC Document Reproductive Service (EDRS), Computer Microfilm International Corporation, P.O. Box 190, Arlington, Virginia 22210. The MF price for documents under 480 pages is $ .83. Prices for HC are as follows: 1-25 pages, $1.67; 26-50 pages, $2.06; 51-75 pages, $3.50; and 76-100 pages, $4.67. For materials having more than 100 pages, add $1.34 for each 25-page increment or fraction thereof. Postage must be added to all orders. Bracketed publication dates are approximate.

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Andrew Hill is staff research associate at the ERIC Clearinghouse for Junior Colleges at the University of California at Los Angeles.

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